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ABSTRACT

This report describes and evaluates the Colorado Rural Revitalization Project (CRRP). CRRP was established in 1988 as an experimental approach to institutional collaboration to provide community development services among selected rural communities of less than 5,000 people. CRRP consisted of a partnership among rural Colorado communities, Colorado State University, the University of Colorado, the Colorado Department of Local Affairs, and the W. K. Kellogg Foundation. CRRP focused on delivery of leadership training and technical assistance and providing a programmatic framework for delivery of research and educational information to rural areas. Data for evaluation were collected through observations, questionnaires, interviews, and document reviews. This report includes information on: (1) project background; (2) the project review process; (3) lessons learned or confirmed in CRRP community work; (4) a central project on inter-institutional relations; and (5) selected observations and implications of value to community development educators and consultants. This report indicates that CRRP was successful in assisting most of the 47 participating rural communities to achieve worthwhile progress toward their local revitalization goals. In addition, participating state institutions gained knowledge about community work and inter-institutional work. The appendices provide documentation on the evaluation procedure and questionnaires. (LP)

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INSIGHTS AND IMPLICATIONS FROM THE COLORADO RURAL REVITALIZATION PROJECT, 1988-1991

A Final Evaluation Report
by
James M. Kincaid, Jr. and Edward C. Knop

April 1992

A Project Co-sponsored By:
Colorado State University
University of Colorado
Colorado Department of Local Affairs
and the
W. K. Kellogg Foundation

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THE COLORADO RURAL REVITALIZATION PROJECT,

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Colorado Rural Revitalization Project

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Table of Contents

Page

Preface iii

I. **Introductory Overview** 1
Project Approaches and Challenges 1
Some Basic Lessons About Work in Communities 3
Some Related Practical Lessons 4
Lessons About Inter-institutional Work 5
The "Bottom Line" 7

II. **Project Background** 8
Project Purpose 8
Project Goals 8
Project Organization and Operations 9
Project Programmatic Operations 12
Communities: Their Selection and Characteristics 13
Working Procedures in Communities 14

III. **The Project Review Process** 16
Year I and II Assessments 17
This Assessment 18

IV. **Lessons Learned or Confirmed in CRRP Community Work** 21
Introduction 21
"Process and Product" 21
Discussion, Debate and Collaboration in Local Decision-Making 25
Goal-Setting: "Realism and Agreement" 28
Citizen Participation and "Sense of Community" 28
Institutional-Community Liaison 31
Additional Insights from Local Citizens 31
Comparison of Alternative Emphases in Working With Communities 36
Additional Insights from Site Managers 38
General Comments on CRRP's Work in Communities 39

V. **Central Project Inter-institutional Relations** 40
Commitment As A Key 40
Project Development Dynamics 40
Handling Issues and Impediments in
Inter-institutional Project Development 44
Institutionalization of the Project Organization and Process 48

VI. **The Future: Selected Observations And Implications** 51
Insights Regarding Project Goals 51
Observations on Project Organization and Operations 52
Final Thoughts 57

Page

Appendices

A. CRRP Inquiry Matrix 58
B. W. K. Kellogg Foundation Program of Evaluation 59
C. Citizen Version of Evaluation Questionnaire 65
D. Site Manager Version of Evaluation Questionnaire 71
E. Citizen Responses to Selected Questionnaire Items 77

Figures

1. CRRP Functional Organization and Relationships 10
2. CRRP Community Classification 15

Tables

1. Citizen and Site Manager Ratings: Extent of Practical Community Benefits from Local CRRP Activities 22
2A-C. Citizen and Site Manager Ratings: Usefulness of Selected CRRP Support and Services Within Local Communities 24
3A. Citizen and Site Manager Responses: How Decisions Were Made About Local Goals and Particular Revitalization Activities 26
3B. Citizen and Site Manager Ratings: Extent to Which CRRP Activities Increased Local Discussion About Community's Present and Future 26
4A. Citizen and Site Manager Ratings: Extent to Which CRRP Activities Helped Community Participants to Work Together 27
4B. Citizen and Site Manager Ratings: Local Revitalization Committee Working Relations 27
5A-C. Citizen and Site Manager Ratings: Appropriateness, Extent of Local Understanding of Community Challenges and Opportunities, Agreement on Goals and Ways to Achieve Them 29
6A-B. Citizen and Site Manager Ratings: Extent to Which CRRP Activities Increased Participation in Local Decision-Making and Contributed to Enhanced "Sense of Community" 30
7A. Citizen and Site Manager Ratings Regarding Site Manager Liaison Role in Linking Sponsoring Institutions with Local Community: Usefulness of Personal Contact 32
7B. Citizen Ratings: Site Manager Assistance 32
8A. Citizen and Site Manager Ratings: Usefulness of CRRP Technical Assistance 33
8B. Citizen and Site Manager Ratings: Overall CRRP Support for Community Efforts 33
9. Site Managers' View of Emphasis That Was Given, and Should Have Been Given, to Aspects of Project Work 37
10. Site Managers' Ratings of Selected Project Aspects by Year of Community Work 42
11. Site Managers' View of Project Emphasis Given to Selected Local Development Objectives by Year of Community Work 43

Preface

This report summarizes and assesses the Colorado Rural Revitalization Project (CRRP), including its purpose, broad goals and objectives, organization and operation, component institutional relations and the experiences of the 47 communities with which it worked.

The major concern of this report is to provide a retrospective review of significant lessons learned or confirmed by CRRP's activities and results after its three years of work. Observations are based on questionnaire data, interviews and document reviews. While grounded in data from participants, the observations and inferences offered here are our own. Any possible errors in facts or interpretation are our responsibility.

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I. Introductory Overview

The Kellogg Colorado Rural Revitalization Project (CRRP) was intended to be an innovative approach for pursuing several general goals central to small community well-being. These included: (1) increasing broad-based citizen initiative with local problem solving and improvement efforts; (2) improving citizen's understanding, organization and effectiveness with accomplishing the tasks they set; and (3) increasing the interest, capacity and coordination in state service institutions to better support such citizen efforts. A basic implicit goal in all regards was to experimentally determine ways in which interested parties, working together, could effectively and efficiently promote rural community sustainability and development. In this retrospective assessment of the project, the focus is on the main lessons learned and confirmed during its three years of activity. (A complementary internal assessment report, *Visions in Action*, has been produced by the project. It details field activities and accomplishments in each of the project communities.)

This assessment indicates the CRRP had many impressive successes in all areas of its aspirations. Citizens in project communities were, in the main, very positive about project support of their activities. Site managers, who linked communities and the central project, were likewise quite positive about the project's effectiveness and its contribution to their own professional growth (even though a number of them started off rather suspicious of the approach). Project principals indicated they were satisfied they had done what they could, and were basically expected to do. Importantly, all that were interviewed felt they had grown professionally as a result of the experience, and believed real progress had been made in forging inter-institutional relations in support of future local development in rural Colorado. They also acknowledged difficulties that became learning experiences for them. The evaluators' own perspective is: the project did remarkably well working under highly challenging circumstances. There were many and diverse accomplishments, much was learned by all concerned, and the foundation for future institutional and inter-institutional rural development work has been strengthened.

There were, of course, some shortfalls and mistakes made, leading to mid-course corrections. Design features of the project assured this be the case. It was designed to be challenging in its ambitions and working arrangements, and it was intended to be experimental in its evolution. Both its successes and problems contributed to the lessons learned by its citizen and professional participants.

Project Approaches and Challenges

Basic points to be stressed at the outset are: (1) the project began and developed in reasonable, creative, and productive ways; and (2) the approaches it took were not the simplest or most efficient for the accomplishment of specific, tangible tasks, but they were important for

the development of insights and experiences with making community development work in more basic, general ways.

The project architects, participants and sponsors deserve much credit for their willingness to take the more challenging "high road," which demanded greater patience and effort while affording more far-reaching visions, than to trek the well-traveled, easy route, which avoids many basic challenges travelers must learn to manage if they hope to go very far. On the other hand, the route must not be so challenging participants abandon the journey. Defining this line, and appropriate intermediate itineraries, is largely what the CRRP experience has been about. The professional guides, who brought varied experiences to the task and sometimes found themselves on unfamiliar ground, had considerable to learn from each other and their experiences enroute. This assessment concentrates on these citizen's and professional's retrospective insights about their travels based on reports, questionnaire responses and interviews they have provided.

The CRRP guided 47[1] small Colorado communities on the journey toward local development goals of their choosing. Roughly one-third of these started out in each of the three project years on what was to be a one-year guided trip toward their destination, after which it was thought they could proceed on their own. They were selected for assistance based on brief proposals by local citizens and officials in response to an open project solicitation. The project process began with orientation sessions and citizen dialogue, and proceeded with preliminary organization, basic training on goal and strategy exploration, resource assessment, and leadership development. Local committees focused plans and coordinated activities that were usually done by task groups. Small budgets were available from local and project sources. The central project staff provided preparatory training, enroute technical support as requested, and progress monitoring. A volunteer "site manager," normally from outside the community and typically a representative of one of the three sponsoring institutions, gave community committees routine general guidance and assistance.

The "guide" team was composed of rural development professionals working at or through three participating state institutions: the Colorado Division of Local Affairs, the University of Colorado (primarily, the Denver campus), and Colorado State University (including linking with the Colorado Cooperative Extension), where the project was administratively based. Each institution has a distinct service mission in the state. A small group of chief guides (officially, the "core staff") came from all three institutions, were among the main developers of the project, and met regularly to coordinate its activities. Supporting them from above was a policy committee of top officials from these institutions. To the side of the core staff was the

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[1]Forty-seven communities entered the CRRP as separate "project units" and are referred to throughout this report. Note that the CRRP *Visions in Action* report refers to 45 communities; this is because several communities chose to collaborate, which lowered the total number of "units."

administrative line headed by a project director who was in charge of routine management while being a co-equal partner in core staff program development activities. Depending on the phase of the project, community site managers were responsible either to a core staff coordinator or the director. This set of rather complicated, unorthodox administrative arrangements involved both challenges and advantages basic to project success.

Some Basic Lessons About Work in Communities

Among the project outcomes and lessons learned, several are key. First, taking the "higher road," which maximizes learning experiences essential for longer trips across tough terrain to the valley of bigger dreams, is worth it. When kept within the range of manageable challenge, this route stresses greater learning about the processes and perils of travel, which gives a greater sense of accomplishment, capability, control of one's destiny, and hope for the future. Most communities and their professional guides gave ample evidence they benefitted from and enjoyed a rigorous, high-vista journey; others who were not so ambitious wondered why they bothered to pack up and go.

Amidst variation in working conditions, one consideration seems to underlie the successes of project-lead journeys at all levels and contexts: strong personal **commitment** to local development, learning how to do it better, and being willing to invest one's self in the process for collective and personal benefit is key. Some of the more specific lessons learned and confirmed in project work follow.

At the community level, work is most effective, satisfying and important for establishing local development precedent and momentum when it involves pursuing (a) feasible tangible goals in combination with (b) positive learning experiences among citizens concerning how to be more successful at it.

For both of these parallel objectives to occur, lots of face-to-face interaction is necessary, within communities and with central project staff. In order to "get it together", you've got to get together. A noteworthy strength of the project was staff willingness to spend much time in the field, and of citizen's willingness to meet often.

It was learned the project development process should be done at a lively pace to establish momentum, but it cannot be "forced". It takes time to develop. Probably the one year the project worked closely with given communities was not enough for most of them.

A standardized, general project approach (assuming allowance for details to be locally filled in over time) is desirable in such regards as efficiency, the ability to serve more communities, etc. But there are also limitations to a standard approach. Local project work should probably begin with a professional assessment of how ready towns are and what kinds of limitations they face, then proceed by introducing alternative forms of training and assistance, consistent with

local preparedness. This implies some will start slower and should focus on more modest "product" goals than other communities that are more ready. Factional rifts within a location are commonly a major consideration in communities not being ready, and require preliminary healing.

In addition to tangible local project goals and citizen learning experiences, general project goals should include attention to building a sense of community, opening up local participation, and encouraging a realistically optimistic view of the community's future among a broad range of citizens.

Related, overcoming the limiting influence of traditional local thinking--and often the established power structure this implies--needs attention. The project experimented with tactics for cutting through established paradigms (traditional viewpoints) with considerable success. In time, it occurred that combining work between adjacent communities facing similar or common problems may be a way to do this, even though it introduces some new logistic complications. In fact, localities are naturally blending together into larger social interaction networks and service areas--that is, new forms of "area community". Providing citizens with a better understanding of what community is composed of, how they work, and how they change, seems relevant to both training and strategy development at the local and central project level.

Beyond training, the project learned that a good source of citizen inspiration and ideas came from interaction between citizens of different project towns. New towns, particularly, benefitted from visits to more established, successful project towns. Inter-community conferences where experiences and ideas were shared and compared also proved valuable in the few instances they occurred.

Some Related Practical Lessons

At a more pragmatic level, many particular lessons were learned, often the hard, frustrating way. As an example, projects like this depend on volunteerism, individual initiative, team coordination, and shared visions. These often do not mix well. The challenge is to find the right balance, which is usually done experimentally.

For instance, regarding volunteerism: citizens, site managers, and to a considerable extent central project staff and technical assistants, donated considerable time in support of the project. They did so for different reasons--some personal, some professional, and most altruistic to an extent. In planning work, it should be remembered that demands on volunteers cannot be excessive; volunteers need to feel their efforts are supported and appreciated if they are to continue; they need to know progress is being made to justify their sustained effort; they need latitude if they are to show creative initiative in quest of new developments; they need some form of personal "payoff;" they need assurance they are not jeopardizing their other interests and security by participating; and they must realistically understand the need for, and personal

advantages of, communication, cooperation, and coordination with others working toward a common vision of a better tomorrow.

But others often cramp our styles, and styles vary between individuals. Careful attention to the development of teamwork processes and relations--which acknowledge the importance of individual initiative, agendas and styles--are crucial for project success. Involving persons with an ability to be tolerant of differences and ambiguities is important, as is developing skills with listening, patience, seeing things from others' perspectives, understanding and appreciating democratic process, and so forth. Leadership development approaches which foster these attributes in communities and in the project staff are an important aspect of developing local development processes and relations, but they should be seen as "necessary" conditions, not "sufficient" ones. When local projects, and the central project, ran into problems, teamwork issues of balancing independent initiative and agendas with collective rights and interests were usually the basis.

An overlapping issue is discontinuity in effort due to participant turnover, which occurred for many personal and situational reasons (e.g., no payoff, competing demands, burnout, slow progress, frustration with team relations, etc.). Simply put: what keeps participants going is what keeps projects going. Beyond issues already noted in the context of volunteerism, another was found important: the inclination of participants to redirect their efforts without recriminations when activities appeared not to be working as hoped. Finding the balance between "stick-to-it-ive-ness" and flexible redirection (a key ingredient in the learning-by-doing process) is something individuals need experiential knowledge of and skill with, and is something the project provided its participants.

Lessons About Inter-institutional Work

Beyond this sampling of local development insights resulting from project experiences, there is another category of "institutional" and "inter-institutional" lessons learned that pertain primarily to central project organization and operations.

The project adopted a very challenging way to do its business, combining three state institutions that differed in location, mission and working style. Resources available to them were relatively meager for project ambitions. Most professional participants had other responsibilities in their "home" institutions, which were competitive. Colleagues and superiors in their institutions often did not completely understand or appreciate the project mission and style of work, which were intentionally unconventional (i.e., creative). There was some competition for available resources within the project and in respective institutions (the zero-sum dilemma). These considerations produced cross-pressures and divided loyalties in the professional staff. They were expected by some to be true to the project, its interests and ways, and by others to show loyalty to their home institutions, their interests and ways. Given the temporary nature of project service, their professional futures and annual review criteria were

based in the home institutions. Yet the majority of participants either came with or developed strong loyalties to the project. All of this made for tough conditions of project work, and highly instructive developmental dynamics. We will note only a few highlights at this point.

The project was designed to be experimental and flexible. It developed and changed through frank, creative interaction among the principal players (largely the core staff members). Their dialogue occurred mostly at the upper-middle level of project hierarchy, and outside the administrative management line of authority. It capitalized on peer relations among staff who believed in the efficacy of professional support to local self-help development dynamics, and it occurred primarily among those who had major responsibilities for providing this support. The dialogue was necessitated by the fact that they did not agree on many particulars, nor on some basics, of project approach, as intended in the complementary mix of institutions. This made for an unusual, challenging way to work for an institution-based project, but it also contributed considerably to its productivity and creativity. It also often proved awkward for participants and their institutional superiors.

With this experimental flexibility, the central project evolved in an interesting way. It began by emphasizing support of local development processes (democratic participation, local leadership training and initiative, etc.), and did so in a reasonably intuitive fashion. Near the end of the first project year, an external evaluation was done. It was basically positive, but raised questions about the degree of agreement and coherence in the project approach. The second year, activities were regularized to a greater extent, and more emphasis was given to supporting tangible objectives of communities. In some ways this worked better, but in other ways the feeling emerged that some things weren't working as well. Anticipating this, there was considerable dialogue and analysis within the central project during the first and second years. Some real differences in opinion and preferences for style of work became apparent. There was also some laying of blame and making excuses, especially early in the second year. Data show communication and cooperation among institutional partners were strained in the process. As the problematic consequences for field work began to become apparent (which was a unifying concern), the core staff set about straightening things out. Interestingly, this involved shifting back somewhat toward how things were done in the first year, and the right balance was found.

With this, most perceptions of project effectiveness went up. This is the basic dynamic through which complicated inter-institutional and inter-level relationships get worked out and made an on-going feature of institutions. Without this process, a major project goal of establishing new patterns of cooperative local development support by and between state institutions would not have happened.

Additional complications and qualifications are detailed in the report, as are implications for future work of and among the participating institutions.

The "Bottom Line"

In sum, the CRRP was a successful project through which most of the 47 participating rural communities achieved worthwhile progress toward their local revitalization goals. In the process, they learned much to serve their future interests. The same can be said of the participating state institutions and their staffs. This success was tempered by an operating structure that, when viewed from afar, was difficult. The coming together of the state institutions, with their distinct agendas, under conditions of rather loosely defined project goals and procedures, complicated progress in some ways, and enhanced it in others, due to staff commitment. Through caring perseverance of people who were willing to learn to work together effectively at the local level, inter-institutional level, and between them, the CRRP accomplished a great deal.

The remainder of this report details some of the major accomplishments, lessons learned, and "trails and tribulations" which characterized project operations. With the emphasis placed on lessons learned and confirmed concerning local development, it is hoped this assessment of the CRRP experience will be useful for those who travel over similar terrain in the future.

II. Project Background

The Colorado Rural Revitalization Project (CRRP) was established to demonstrate an experimental approach to institutional cooperation and collaboration for the provision of community development services among selected rural communities of less than 5,000 population. Noting that no one state level institution has the resources to adequately assist the revitalization of rural communities, Colorado State University (CSU) and the University of Colorado (UC), in consultation with the Colorado State Department of Local Affairs (DOLA) prepared a joint proposal to secure funds for the conduct of this important experimental demonstration. The proposal was submitted to the W.K. Kellogg Foundation of Battle Creek, Michigan, in October 1987. Upon receipt of a favorable response from the Foundation, the CRRP was officially initiated in May 1988.

Project Purpose

The presidents of the two universities, in their cover letter for submittal of the proposal, noted that:

> "It is a social fact that rural communities exist and must function in the midst of many changes, including declining economic bases, altered marketing and service areas, limited public revenues, and inadequate public facilities and services." And further, "we believe the program, [as proposed] offers great promise for progress in solving problems encountered in rural Colorado by focusing attention on these problems, by increasing the delivery of leadership training and technical assistance and by providing a programmatic framework for the efficient, effective delivery of research and educational information to remote areas of our state." (Cover letter addressed to Dr. Gary King, W.K. Kellogg Foundation, October 1, 1987.)

Thus, the CRRP was initiated in 1988 and has continued for three years as an experimental project for the demonstration of inter-institutional cooperative and collaborative support to selected rural communities. Upon their selection: Year I, Year II, and Year III communities received orientation and leadership training and technical assistance as they formed revitalization "action teams" and planned and implemented of specific economical, social, and/or cultural improvement projects.

Project Goals

Primary CRRP intentions encompassed the following:

1. "To focus attention on the problems of rural communities in Colorado, and increase the delivery of existing university and other state leadership training, and other technical assistance resources to the people of rural Colorado; and

2. To strengthen the role of institutions of higher education in supporting the economic improvement of rural Colorado by:

   - providing a programmatic framework for an efficient and effective delivery of research and educational resources to the rural areas of Colorado;
   - encouraging greater involvement of university faculty, staff, and students in rural problem solving;
   - providing leadership training to present and future rural residents;
   - integrating training with technical assistance; and
   - strengthening the support of existing rural assistance programs." (pp. 6-7, CRRP Proposal to the W.K. Kellogg Foundation, September 1987.)

Project Organization and Operations

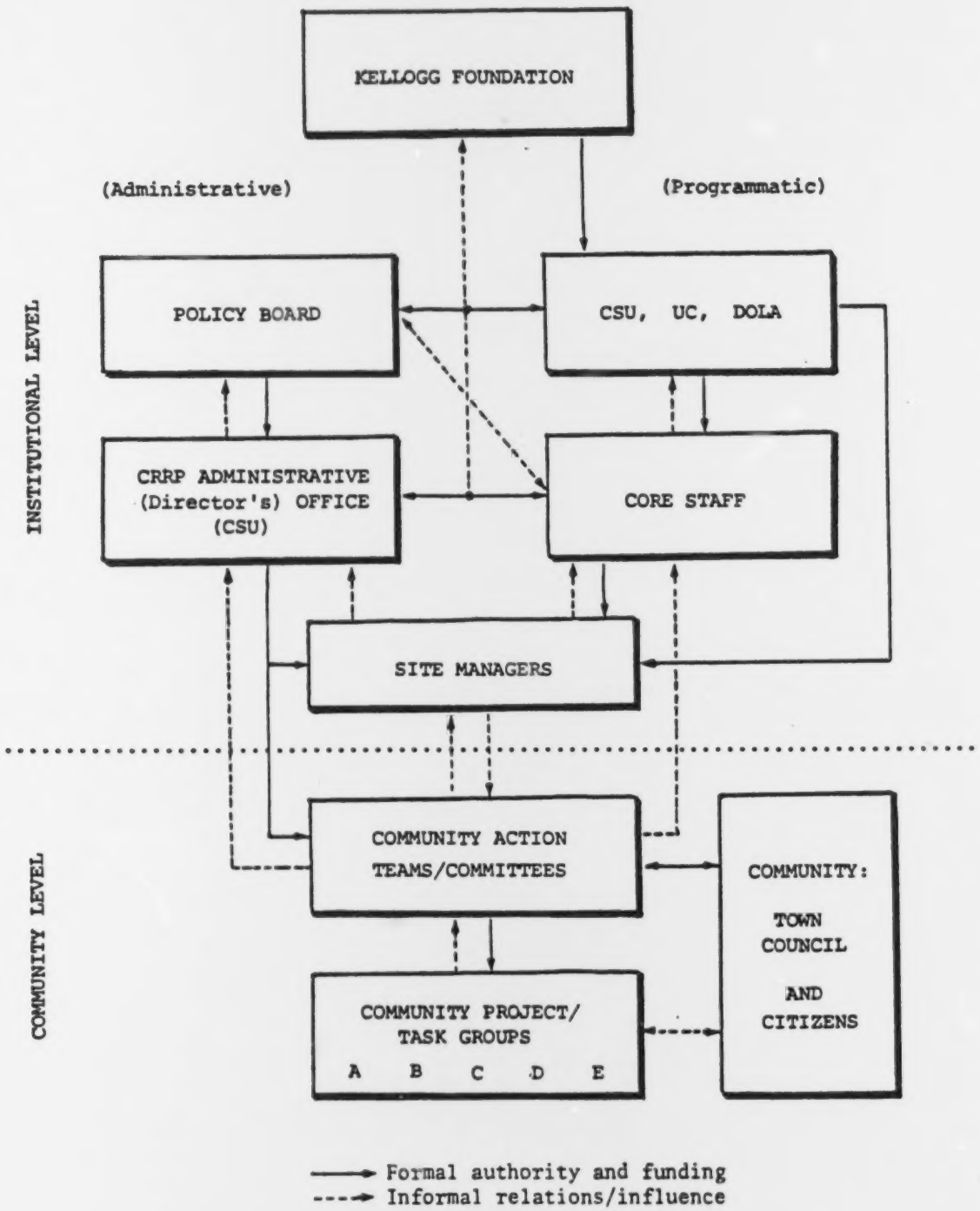
The CRRP, due to its inter-institutional and experimental nature, was organized approximately as represented in Figure 1, which is the evaluation team's impression of programmatic and administrative units, levels, and functional relationships and communication patterns among them. (No "official" organization chart existed.)

The administration of the CRRP was the responsibility of:

A policy board consisting of three members; namely the Provost and Vice-President for Academic Affairs at Colorado State University, the Vice-President for Academic Affairs and Research at the University of Colorado, and the Executive Director of the Colorado State Department of Local Affairs. In Year I, the Board generally met frequently to establish policies to guide beginning project operations. In project years II and III, the Policy Board's actions became the "higher level," reviewing decisions regarding project administrative and programmatic operational needs as recommended by the Core Staff programmatic committee.

The CRRP administrative office was staffed initially by a program leader (alternatively referred to as administrator or director) and a secretary. As the project evolved, additional assistance was employed including a staff assistant, graduate assistant, and student work study persons to assist with clerical work, part-time computer assistants, contract help, and--in the project's third year--a program coordinator.

Figure 1. CRRP Functional Organization and Relationships



Operational responsibilities of the administrative office staff included:

- program design, procedural directives, and training curriculum;
- fiscal management and coordination;
- overall project communication between and among the project's many institutional and community components;
- project documentation and reporting;
- scheduling, coordinating, and leading project orientation and leadership training workshops;
- coordinating data for community selection;
- recruiting site managers;
- establishing/maintaining relationships with the funding source (W.K. Kellogg) and other projects or programs relevant to rural community development interests.

The site manager component of the CRRP served to provide each selected community in each of its three years (20 communities in Year I, 17 in Year II, and 10 in Year III or 47 in all) with a direct institutional level contact person. During Year I, core staff and a few other field staff from the partner institutions served as site managers; more field staff were involved as site managers in subsequent years. The site manager role was one of meeting regularly with the community action team--its leaders and members, as appropriate--to assist the team (directly or indirectly by locating and accessing other resources) to conduct revitalization activities, such as:

- designing and implementing a community economic, social and/or cultural needs assessment;
- planning and implementing specific revitalization activities or events toward improving the quality of life in the community economically, socially, and/or culturally.
- determining the benefits gained from such activities and their potential for leading to future activities;
- articulating a "vision of the future" for community revitalization and development.

Community revitalization action teams/committees provided organization at the local level. Teams of volunteer citizens and local officials formed to provide the leadership and "person-power" needed to:

- participate in orientation meetings and leadership training activities;
- identify the community's needs/desires regarding its revitalization;
- communicate these needs broadly in the community-at-large;
- plan and implement specific projects or events (involving subcommittees or task force groups) for the enhancement of the

community's economic, physical, and social infrastructure in a manner consistent with previously identified needs;

- develop, communicate and obtain general community acceptance of a "vision" for its future development.

Project Programmatic Operations

CRRP operational capabilities began with the infusion of project funds from the W.K. Kellogg Foundation. These funds were administered by the CRRP office at Colorado State University and allocated to programmatic operations as conducted by each of the institutional units. Operational funds were divided into two major activities namely, (1) training in leadership principles and skills for community participants (primarily a Colorado State University operational responsibility with assistance from the University of Colorado and the Department of Local Affairs); and (2) technical assistance delivered to the communities (primarily a University of Colorado-Denver responsibility with assistance from Colorado State University and the Department of Local Affairs).

Institutional missions and "service agendas": Each of the three institutions involved in the conduct of the CRRP brought differing institutional agendas and approaches to rural community services to bear upon project operations. For example, Colorado State University, especially through its Cooperative Extension and its land grant mission of teaching (academics), research (especially its Experiment Station), and service (Cooperative Extension and Continuing Education) has served rural Colorado for many years. Through its area and county extension units, it has delivered educational programs to farms and other business organizations, families and other social organizations, and youth of rural Colorado.

The University of Colorado, also a major state supported academic and research institution in Colorado, has for a number of years conducted local community development services, especially at its University of Colorado--Denver and Colorado Springs branches. Its services have primarily assisted the rural communities with which it has worked with architectural designs for main street renovation, public parks and buildings, etc., and to perform community development planning activities (e.g., designing and implementing a community needs assessment, especially in the areas of economic and physical infrastructure). Ongoing consulting services, especially conducted by the Colorado Center for Community Development at the University of Colorado-Denver, have been provided to selected rural communities for many years. This activity has engendered cooperative programmatic relationships with the Colorado Department of Local Affairs and US WEST Telecommunications, Inc.

The third institution in CRRP is the Colorado State Department of Local Affairs, a department in the executive branch of Colorado State Government. Its mission has included the placement of field representatives in various geographical areas of the state. The work of Local Affairs employees has emphasized assisting local city councils and local government leaders to

more effectively conduct the "business" of local government, especially in small rural communities where economic resources and the size of the local population is very limited. Of major concern to these local governments has been the need to update and/or to achieve modernization of important economic and physical infrastructures for the enhancement of population maintenance, growth, and the quality of life.

Thus, all three of the component institutions in the CRRP have had a common concern at the very foundation of their missions and programmatic delivery systems for small rural communities; their approaches, constituent resources, and administrative structures have varied significantly. The challenge presented to the CRRP has been that of focusing on institutional commonalities while emphasizing, through CRRP's formal and informal inter- and intra-institutional relationships, a blending of approaches and resources utilization such that each institution maintained its overall integrity as a separate organization while at the same time operating within a collaborative partnership of service to small rural communities in the CRRP.

The CRRP core staff. A highly important component of CRRP's organizational structure was the **core staff** unit. It was usually composed of two representatives from each of the three institutions. Operationally, it was the center of inter-institutional communication and programmatic decision making. Through its typically monthly meeting activities, key members of the project's institutionally based personnel came together in lively discussion and debate about the project's evolution over its three years of life. Examples of issues dealt with were changes in community selection process, changes in the leadership training curriculum, and changes in site manager institutional representation. These discussions contributed to better understandings, to compromises as "agreements to disagree" but to move forward nevertheless, and to enhanced formal and informal communications between and among key project personnel. Given the rather brief period of three years of project operations, these activities of Core Staff were essential to the goal of achieving an institutional collaborative partnership in the delivery of research and educational services to rural communities.

Communities: Their Selection and Characteristics

In all, the project served some 47 small rural communities in Colorado during its three year period of 1988-91. Those communities differed in numbers for each of the project's three years, in size, in geographic location within the state, and in their approaches (processes) to and results (products) of revitalization project planning and implementation.

Recruitment and selection procedures varied during the project's three-year period of operation. In Year I, formal "participation applications" were required of communities desiring to be selected to participate in CRRP. In Years II and III, a less formal selection procedure was implemented. Thus, the communities selected were directly serviced by the project for one year (some a little longer). In all years, however, the selection process required communities to:

- show need for assistance, and a population size under 5,000;
- identify a community contact person;
- provide names of 10-15 other citizens to participate in a leadership training workshop and a year-long program of learning and action that would result in some specific local improvements;
- provide a Town Council resolution in support of the partnership; and
- officially commit $500 (by town government) in support of the town's revitalization activities.

Participating CRRP communities are classified in Figure 2 according to their:

- year in the project;
- geographic location in Colorado;
- the institutional base of the site manager who served as each community's CRRP institutional staff liaison person; and
- the population size of the community.

Working Procedures In Communities

Within each community, the project followed a series of procedures that, when refined in the second year, came to be called the "five-step process". These steps include:

1. A community is selected to participate in the revitalization project and a community site manager is appointed.
2. A revitalization committee is formed to develop a clear picture of the community through surveys, analysis and other information-gathering methods. This information then is used to develop an action plan.
3. Leadership training is provided for the revitalization committee and other key community members.
4. Resources are mobilized to broaden the base of the revitalization committee by involving local people and organizations and capitalizing on available external technical expertise. Content training then is planned and scheduled.
5. The community action plan is coordinated and implemented. The entire program is evaluated, community projects are reprioritized and future plans are made. This is the time to celebrate accomplishments with an event and write success stories for local media.

We turn now to a discussion of earlier CRRP evaluations, and then to a description of aims and procedures of this final assessment.

Figure 2. CRRP Community Classification[1]

	(1988-89) Year I	(1989-90) Year II	(1990-91) Year III	Totals
Number of participating communities[2]	20	17	10	47
Geographic Locations				
a. Eastern Plains	4	5	4	13
b. Metro Adjacent[3]	6	5	2	13
c. Mountain/Intermountain	10	7	4	21
Size of Community (per 1990 Census)				
a. 500 or less	2	7	4	13
b. 501 to 1,000	6	6	3	15
c. 1,001 to 2,000	6	4	2	12
d. 2,001 to 5,000[3]	6	0	1	7
Institution of Site Manager				
a. Colorado State University	1	6	7	14
b. University of Colorado	12	3	1	16
c. Department of Local Affairs	7	8	2	17

[1]For the reader who desires greater detail on these areas of background information, it is suggested that access to previous (Year I and II) annual reports, the initial project proposal, minutes of project meetings, and community progress reports be requested from the project office (i.e., Colorado Rural Revitalization Project, 140 Aylesworth N.W., Colorado State University, Fort Collins, CO 80523, telephone 303/491-5579).

[2]Most of the communities were individual towns, however, several were "county-wide" in nature. Generally, communities of 2,000 in population were county-wide communities.

[3]"Metro Adjacent" included communities specifically influenced by Front Range metro areas.

III. The Project Review Process

This and previous project reviews require sensitivity to an important conceptual distinction among alternative emphases which coexist uncomfortably in the development arena: "product" versus "process" models of approach, thus of evaluation. **Product** emphases, and their advocates, stress the application of programmatic "blue print" designs (often called rational-comprehensive plans) intended to produce specific outcomes following predetermined strategies, with both goals and approaches being defined early and based largely in professional expertise. Fieldwork is the "implementation" of a project design which, if perceptively conceived, will produce desired results and stand as a "tested" approach. In contrast, the **process** emphasis, and its advocates, argue for the field application of general principles of working with people in ways that encourage and support the gradual development of their substantive goals and approaches through creative interaction and experience, in which their learning-by-doing is as major a goal as their tangible accomplishments. This approach (often called an incremental, grass-roots, self-help one) is argued by proponents to be more resource efficient in that it yields more general and diverse benefits in the longer run. As well, it is thought the preferable approach amidst uncertainties and tough challenges which tried-and-true planning approaches are sometimes not well prepared to address.

The "process" emphasis was generally favored by CRRP architects and the Kellogg Foundation, but not without some later confusion and contest among participants at various project levels. In fact, an awkward blending of approaches was generally followed in practice, demanding compromise, commitment and patience on the part of all participants. As a result, the project was not easy to work on, nor is it easy to assess using either traditional set of evaluation standards. But therein lies much of its challenge to which struggling staff and citizens responded with creativity.

This set of approach and evaluation dilemmas was a major concern of the two perceptive previous annual project reviews (Newbrough and Flaming 1989, and Linck, et al. 1990), to which we turn attention shortly. The intent of these earlier reviews was to determine and document what the project was doing right, and where it was faltering, as information for project mid-course corrections. Since the project has now reached the end of current operations[1], the purpose of this assessment is more to retrospectively identify what has been learned by participants for the benefit of future rural development efforts in the state and elsewhere, and for scholars of the processes involved. In this report, as was the case in previous

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[1]A phase II continuation project has been submitted to the Kellogg Foundation, and is under review. Some support for future work has been obtained by the University of Colorado-Denver (Colorado Center for Community Development), Colorado State University has pledged some continuation support to its Rural Assistance Center (a part of Colorado Cooperative Extension), and the local development support mission of DOLA is on-going.

reviews, central attention had to be given to the issues of alternate intervention models and their co-mingling in this case.

Year I and II Assessments

As the first project year was drawing to a close, an external team reviewed project activities. They noted: (1) the project was basically on track providing benefits to constituents; (2) there were problematic differences of opinion about project goals and approaches among participants at the leadership and field levels; and (3) project organization and administrative operations were occasionally faltering due to ambiguity regarding approaches, authority and responsibilities. The authors note:

> There are three conceptual models in the Core Staff competing for primacy.... The Program Administrator and others of the Core Staff have indicated the need for a common, unified vision. This is an important goal, but one might start working on a common set of terms and definitions, and a set of priorities for the Year 2 work plan. Once those are in place, the working transactions during the year will help develop the common perspective....
>
> The Program Administrator ... feels himself to be in a coordinative position, occasioned by the division of budget and responsibility. The decision making is out of his hands, and he feels isolated in not knowing what is going on.... The lack of agreement of what technical assistance means and how that relates to site management yielded a major issue for Year 1. In addition, there was concern ... about how to access resources.... Is UC-Denver going to provide access only within the CU System, or for Colorado State University as well? ...
>
> We urge the Core Staff to go to work with the Administrator to develop a new management plan for Year 2. Information flow needs to be enhanced. More ability to make budgetary decisions midyear seems necessary. What needs to be maintained is flexibility; bureaucratic tightening up will stifle the functioning. (Newbrough and Flaming, 1989).

Despite the last caution, many key participants indicated that project operations were "tightened up" somewhat in the second year in response to institutional pressures. This led to some improvements in programmatic activities, but also introduced some new tensions among participants as defensiveness began to replace freeform assertiveness. A basic dilemma participants faced was that they were following a game plan which called for one style of action in creative field interactions, but which was subject to criticism when followed in more formalized project inter-level and inter-organizational relations. This was particularly problematic among the core staff, whose roles simultaneously ranged from administrative to site contact, training and informal citizen adviser duties. Also, other professionals supporting the project from bases in DOLA and field offices of Cooperative Extension were caught in the administrative-informal adviser dilemma. The second year annual report notes:

...Staff made several internal adjustments in response to the external evaluation done by Newbrough and Flaming at the conclusion of the first project year. ... (1) The project budget for Year II would be more closely tied to project tasks. This helped clarify staffing roles and the distribution of grant money among the sponsoring institutions. (2) ...Staff time and budget were assigned to the development of a project site manager/coordinator. This position was designed to provide communication, training and evaluation in each project community on a continuous basis. (3) The project training and development format was revised to include the ... five-step process [summarized previously on pages 13-14 of this report]. ...

The project core staff proposes the following changes for Year III: (1) The project's five-step format will be more fully developed into a year-long learning action plan. This will involve more scheduled training activities throughout the year and a more specific time line on development activities. (2) Because this change will involve a greater commitment of core staff time and travel resources, we propose the number of communities be reduced in Year III to between 10 and 15.... (3) To coordinate the CRRP community selection process with that of the Department of Local Affairs' schedule for its community improvement projects, we propose that Year III communities be selected in the fall of 1990, with project work starting in January 1991. This would extend the project by six months [which] budget will support.... (Linck, et al., 1990).

Note the absence of specific references here to organizational restructuring (except for site manager roles) or efforts to promote consensual understandings among staff, as called for in the Year I evaluation. In fact, both were matters of considerable staff attention, but they were being handled as informal, internal matters. What seemed to really matter to most participants was effective service of community constituents, to which public emphasis was given. Project interactions among participating professionals had generally been candid, serious, and congenial from the start. All had many other demands on their time (most were volunteers with the project, or only were supported by it part-time). What bound them together and sustained their efforts, contributing substantially to project success, was a shared sense of purpose, hope, and mutual support. Periodic tensions undercut this spirit, but it also prompted dialogue to set it right. As the project entered its third year, special attention was given to effecting a compromise blend of perspectives among remaining key participants, which led to important new insights.

This Assessment

The CRRP gave attention to its pending conclusion in several ways during its third year. Among these were completing fieldwork underway, seeking funds for follow-up work from institutional and grant sources, disseminating information about fieldwork activities, and undertaking retrospective evaluation of project experiences. CRRP and Kellogg monitoring of

progress and problems had been on-going throughout the life of the project, which permitted the core staff to pursue an innovative, two-pronged approach to the "final evaluation."

One evaluation aspect would involve citizen participants' group reflections on their local project experiences in the process of preparing the "story" of their community's efforts and successes. This proved a valuable local learning experience, and gave them a way to "showcase" their achievements while considering ways to build on them in the future. These community stories, after drafting and editing by project staff, comprise the majority of a project volume *Visions in Action* (February, 1992), which focuses on project field accomplishments.

A second, separate aspect of the project's evaluation was to be an independent analytic assessment of how work was approached and done in communities, and at the central project level, in order to identify general lessons learned and confirmed which might contribute to future local development successes. This report deals with that concern. For the assessment, the project contracted with the present authors, who are Colorado applied academics familiar with community development, evaluation research, and the general settings of project work, but who have otherwise not been directly involved in project work.

The independent evaluation team began in the summer of 1991 by defining the assessment purpose and plan through interaction with CRRP and Kellogg personnel. This was followed by familiarization with the project through review of documents and conversations with selected project principals. When the basic conditions and chronology of the project's development were basically understood, the team proceeded to conceptualize the task. In the process, the team determined basic issues of research focus, developed a comparative organization of them, and identified general questions to be answered (note summary tables, Appendix A). Next, the evaluation research design and methods were determined in consultation with the project staff and Kellogg evaluation personnel (note Kellogg guidelines, Appendix B). A "multi-methods" approach resulted that gave attention to various sources of information useful for a longitudinal, case-comparative analysis of conditions and operations at both the community and central project levels. The types of information used in this data-based, intuitive interpretation process included:

Project documents. Project files were reviewed and notes made on a range of topics such as (A) the project's proposal to Kellogg, planning meeting notes, annual work reviews, etc.; and (B) community's applications for participation, subsequent communications with them, progress reports on their work, etc.

Observation at central project and community meetings. An evaluation team member sat in on a sampling of meetings, including some of the core staff, project central office staff, community working sessions, local progress review meetings, etc.

Full review of ten sample case communities' experiences. A stratified sample of ten communities representing the range of participating community types (note Figure 2, above) was chosen and all available documentary materials on their experience was carefully reviewed. In addition to file materials already noted, special attention was given to baseline data collected by/for them, progress assessments, technical assistance reports, etc. As feasible, these communities were included in the direct field observations made, and a full set of survey data (below) were obtained for them.

Citizen questionnaires. Representatives of all local coordinating committees were provided a packet of instructions and questionnaires to be completed by six citizens deemed most appropriate to give insights from these perspectives: two central participants in local planning and execution of project work; two who were involved in some implementation work, but who were not central in planning activities; and two citizens who were not participants in local project activities, but who were generally knowledgeable of them. Usable responses were received from 171 citizens representing 41 of the 47 Colorado communities. (The few towns not represented had usually completed or for other reasons curtailed their project work and disbanded their committee. Some non-involved citizens indicated insufficient knowledge to complete the questionnaire, and were dropped from the sample.) The citizen questionnaire is in Appendix C.

Site manager questionnaires. Each site manager was provided another version of the questionnaire (Appendix D) to be completed for one or two specified communities in which they worked. Since some site managers had supported the work of multiple communities, they were asked to provide judgements on a limit of two of them specified by the evaluation team. All ten of the special case study communities were included. Site manager data were collected for 30 communities.

In-depth interviews with project principals. Individual, unstructured interviews were done with approximately half of the personnel responsible for the central project's development and management over its life-span, and included representatives of the policy committee, core staff and central project office. Questions were tailored to their specialized roles and knowledge in project operations, and lasted approximately two to three hours. General themes of inquiry included facts and interpretations of the project's development, problems encountered and how they were handled, what might have been done differently in retrospect, what conspicuously contributed to project successes, and what they had learned in the process.

The wealth of data obtained in these ways permits only a summary presentation of basic patterns in this report as pertains to lessons that were learned. Another compendium of empirical findings, particularly from questionnaire data, is anticipated later, as are some analyses in technical report and journal article formats.

IV. Lessons Learned or Confirmed in CRRP Community Work

Introduction

The following findings are based on local peoples' response to the citizen version of the questionnaire, and site managers' response to their version (questionnaires are in Appendices C & D). Overall, 171 citizens from 41 of the 47 CRRP communities responded, and 30 site manager questionnaires were received, one for each of 30 of the CRRP communities.

Many identical questions were asked of citizens and site managers. Most data tables report both citizen and site manager responses; it is especially noteworthy that most tables show a high degree of consistency between the two groups.

Seven-point rating scales were used for many questionnaire items. Most tables report percent distributions for the seven rating values as well for three summary categories (the three summary categories are for pooled ratings of 1+2, 3+4+5, and 6+7). For ease in discussion, the narrative usually refers to summarized percent distributions.

Rating mean scores for citizens and for site managers are also reported in most tables but, for brevity, they are not often mentioned in the narrative. Almost all mean scores are higher/more positive than the theoretical mean (4.0 on a 7-point scale). A number are considerably higher, and this is to the Project's credit.

"Process and Product"

Concurrent attention to community development processes and products. When assisting communities to conduct community development or revitalization programs, it is important that the initiation, implementation, and where possible, the completion of specific improvement projects or events occur concurrently with training and other consultative activities to strengthen community volunteer leadership and other "process" abilities. In order to maintain the interest and motivation of volunteers to work together effectively as a core group of interested and dedicated community leaders, they need to see progress toward achievement of community improvement goals. Additionally, the visibility of tangible results is of significance in obtaining and maintaining the support of the community-at-large.

An important spin-off of this concurrent "process" development and "product" achievement is that citizens and local officials who participate in process training are simultaneously applying what they are learning. Thus, there is immediate rather than delayed "gratification" enjoyed as a result of participation in both the training and the action aspects of a community development project.

Table 1. Citizen and Site Manager Ratings: Extent of Practical Community Benefits from Local CRRP Activities (in percents).

	Extent to Which Local CRRP Activities Yielded Practical Community Benefits:								
	Not At All/ Very Little		Somewhat			A Great Deal		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	4	4	4	20	16	26	26	100(149*)	5.21
	8%			40%		52%			
Site Mgrs. (%):	0	10	7	7	17	21	38	100(29*)	5.45
	10%			31%		59%			

* Some respondents did not mark this rating scale; some of these wrote general comments and others left the item blank (no rating for this item = 13% citizens, 3% site mgrs.). Overall, 171 citizens from 41 of the 47 CRRP communities responded to the citizen version of the questionnaire; 30 site manager questionnaires were obtained for 30 of the CRRP communities. [For percent distributions with and without missing data, see tables in Appendix E.]

As noted in Table 1, citizens and site managers were asked to tell the extent to which local CRRP activities resulted in practical community benefits. Ninety-two (92) percent of citizens and 90 percent of site managers who responded to the question rated CRRP activities as yielding "somewhat" to "a great deal" of practical benefit (52% and 59%, respectively, said that "a great deal" of local benefit has already resulted).

Citizens and site managers were also asked to list the most important local benefits or accomplishments resulting from local CRRP-related activity. Their responses were grouped by type and frequency of mention. The four most common types of benefits cited were:

- Specific local projects and events: planned, initiated and/or completed (243 mentions by citizens, 22 mentions by site managers);
- Cooperation, working together and organizing for action (47 mentions, citizens; 8 mentions, site managers);
- Increased citizen awareness, participation, commitment and increased community pride, "sense of community" (53 mentions, citizens); and related,

- Building a base/foundation for project planning and execution (5 mentions, site managers).

Thus gaining experience with the "process" of planning projects or events, project/event initiation and--where possible within a limited time-frame--completion of these (i.e., the "products") were reported to be of significant local benefit. Other "process" outcomes were noted by citizens as very important, especially (a) gaining ability to cooperate, work together and effectively organize for community revitalization, and (b) increases in citizen awareness, participation and commitment for community improvement, along with increases in local pride and "sense of community". Related, site managers said that an important local benefit was building a foundation for project planning and execution. Stated otherwise, these reflect gains in local communities' "social" capacity to take action. The communities' "process" gains were strengthened by their creation of tangible results, in the form of specific local improvement projects and events. The projects and events were many and varied; they are described in detail in stories told by citizens of the CRRP communities which were documented in the recent CRRP publication, *Visions in Action: Colorado Community Cases* (February, 1992).

The importance of balance in "process and product" emphases. Given that local citizens, officials and personnel who work with them are often "tangible results" oriented, community development consultants should provide balance by emphasizing the "process" component of community revitalization while also acknowledging the importance of tangible results. Process training should receive emphasis in an institutional service program intended to assist small rural communities to improve their quality of life.

That citizens readily recognize the value of process training experiences is demonstrated in their questionnaire responses about how useful CRRP support and services were to them. When asked to rate the usefulness of such services as help in forming a local leadership team, community/leadership development workshops and assistance with the facilitation of local meetings, citizen respondents rated all three services as being quite helpful (Table 2A-C). Note that 95 percent of citizens rated CRRP's help with local leadership team formation as "somewhat" or "extremely useful" (51% = "extremely useful"), 93 percent rated community/leadership development workshops as useful (47% = "extremely useful") and 92 percent rated CRRP facilitation during local meetings as useful (49% = "extremely useful"). Other data in Table 2 show concurrence of site managers as to the usefulness of these three kinds of CRRP process-oriented assistance, although their ratings are not as strong.

The data support that the development and concurrent application of local understandings of community development processes and of community teamwork/cooperation abilities targeted at local improvements (i.e., "product results") are part and parcel of the same overall developmental activity and should not be considered as separate.

Table 2A-C. Citizen and Site Manager Ratings: Usefulness of Selected CRRP Support and Services Within Local Communities (in percents).*

TOPIC A: Usefulness of CRRP Help in Forming Local Leadership Team

	Not Useful/ Little Use		Somewhat Useful			Extremely Useful		Total % (N)	Rating $\bar{X}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	3	3	6	11	27	22	29	100(157**)	5.40
	5%			44%		51%			
Site Mgrs. (%):	4	11	11	18	25	25	7	100(28**)	4.54
	14%			54%		32%			

TOPIC B: Usefulness of CRRP Community/Leadership Development Workshops

	Not Useful/ Little Use		Somewhat Useful			Extremely Useful		Total % (N)	Rating $\bar{X}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	4	3	8	14	23	24	22	100(147**)	5.12
	7%			46%		47%			
Site Mgrs. (%):	4	11	11	18	14	29	14	100(28**)	4.71
	14%			43%		43%			

TOPIC C: Usefulness of CRRP Facilitation During Local Meetings

	Not Useful/ Little Use		Somewhat Useful			Extremely Useful		Total % (N)	Rating $\bar{X}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	3	4	5	12	26	30	19	100(156**)	5.21
	8%			43%		49%			
Site Mgrs. (%):	0	12	4	23	31	15	15	100(26**)	4.81
	12%			58%		31%			

* Percents calculated from raw frequencies and rounded to nearest whole; rounding error accounts for any discrepancies when percents are added.

** See Table 1 footnote for details on total number of citizen and site manager responses and number of communities represented in the study. (No rating, Table 2, Topic A = 8% citizens, 7% site managers; Topic B = 14% citizens, 7% site managers; Topic C = 9% citizens, 13% site managers.)

Discussion, Debate and Collaboration in Local Decision-Making

Local interaction. Encouraging "face-to-face" interaction among local citizens and officials and others directly engaged in community revitalization planning and implementation activities is important. As noted in Table 3A, when asked to tell how decisions were actually made about community goals and particular revitalization activities, both citizen and site manager respondents checked "committee discussion" most frequently (86% and 93%, respectively), then "public meetings" (60% and 63%), then household surveys (44% and 43%). As noted above, CRRP facilitation during local meetings was an important helping role performed by project core staff and site managers, enhancing "process and product" discussion and decision-making regarding local revitalization goals and activities (Table 2C).

Additionally, most respondents stated directly that CRRP contributed to an increase in local dialogue (Table 3B). When asked to rate the extent to which CRRP activities had increased local discussion about the community's present and future, 94 percent of citizens and 93 percent of site managers rated "somewhat" to "a great deal" of increased discussion (52% of citizen and 41% of site manager responses were ratings of "a great deal").

Coordination, collaboration. Direct attention to strengthening cooperation, coordination and collaboration between and among community organizations and key individuals (i.e., decision-makers, policy-makers, action team/committee members, etc.) is important and was emphasized in the CRRP. Recall that one of the most important local benefits of CRRP-related activity cited by respondents was local gains in ability to cooperate, work together and organize for action. As noted in Table 4A, when asked the extent to which CRRP activities had increased local coordination/cooperation on civic projects 91 percent of citizens rated "somewhat" to "a great deal" of increase in local coordination/cooperation (40% = "a great deal"). (In comparison, 82 percent of site managers' ratings are in the "somewhat" and "great deal" categories, with 41% in the "a great deal" category).

Additional evidence of community-level coordination and collaboration was provided by the fact that local revitalization committee members worked together well. Table 4B shows that 97% of citizens and site managers felt the local committee worked together "rather" to "extremely well" (57% of citizens and 45% of site managers said "extremely well").

Taken together these data suggest that community development educators and consultants assist local citizens and civic groups to effectively coordinate and collaborate. These "process" abilities and the outcomes of their application appear to be highly significant to effective community revitalization/development.

Table 3A. Citizen and Site Manager Responses: How Decisions Were Made About Local Goals and Particular Revitalization Activities (in percents and numbers).

	Frequency of Mention of Various Decision-Making Methods*			
	Committee Discussion % (N)	Public Meetings % (N)	Household Surveys % (N)	Other % (N)
Citizens:	86 (147)	60 (102)	44 (75)	9 (16)
Site Mgrs.:	93 (28)	63 (19)	43 (13)	7 (2)

* Respondents could check more than one method. Percents for citizens calculated on basis of N of 171 respondents; for site managers, N=30 (see footnote, Table 1).

Table 3B. Citizen & Site Manager Ratings: Extent to Which CRRP Activities Increased Local Discussion About Community's Present and Future (in percents).*

	Extent to Which CRRP Activities Increased Local Discussion About the Community's Present and Future								
	Not At All/ Very Little		Somewhat			A Great Deal		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	2	4	5	16	21	21	31	100(163**)	5.36
	6%			42%		52%			
Site Mgrs. (%):	7	0	0	17	34	31	10	100(29**)	5.07
	7%			52%		41%			

* Percents calculated from raw frequencies and rounded to nearest whole; rounding error accounts for any discrepancies when percents are added.

** See Table 1 footnote for details on total number of citizen and site manager responses and number of communities represented in the study. (No rating, Table 3B = 5% citizens, 3% site managers.)

Table 4A. Citizen and Site Manager Ratings: Extent to Which CRRP Activities Helped Community Participants to Work Together (in percents).*

	Extent to Which Local CRRP Activities Increased Local Coordination/Cooperation on Civic Projects								
	Not At All/ Very Little		Somewhat			A Great Deal		Total % (N)	Rating $\bar{X}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	5	4	11	16	25	25	15	100(166**)	4.85
	9%		51%			40%			
Site Mgrs. (%):	7	10	7	14	21	28	14	100(29**)	4.69
	17%		41%			41%			

Table 4B. Citizen and Site Manager Ratings: Local Revitalization Committee Working Relations (in percents).*

	How Well Did Your Local Revitalization Committee Work Together?								
	Not Well		Rather Well			Extremely Well		Total % (N)	Rating $\bar{X}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	3	0	4	8	28	29	28	100(159**)	5.58
	3%		40%			57%			
Site Mgrs. (%):	0	3	3	28	21	38	7	100(29**)	5.07
	3%		52%			45%			

* Percents calculated from raw frequencies and rounded to nearest whole; rounding error accounts for any discrepancies when percents are added.

** See Table 1 footnote for details on total number of citizen and site manager responses and number of communities represented in the study. (No rating, Table 4A = 3% citizens, 3% site managers; Table 4B = 7% citizens, 3% site managers.)

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Goal-Setting: "Realism and Agreement"

One of the most important initial results of the application of "process" skills when local people engage in discussion and debate is the identification and stating of community-level goals for revitalization. Respondents indicated goal appropriateness and realism to be a positive outcome of their revitalization planning efforts. As noted in Table 5A, 97 percent of citizens and 100 percent of site managers rated local revitalization goals as "somewhat" to "very appropriate" (58% of citizens and 68% of site managers saw them as "very appropriate"). This suggests a high level of agreement regarding the goals that were set, at least among local leadership and site managers who assisted. When combined with the frequently mentioned practical benefit of "increased citizen awareness, participation, commitment...", a rather high level of community agreement about local improvement goals is also suggested.

Additional evidence supports this. Table 5B shows that 91 percent of citizens and 100 percent of site managers saw CRRP activities as having contributed "somewhat" to "a great deal" towards better local understanding of community challenges and opportunities (37% of citizens and 48% of site managers said "a great deal"). Also, Table 5C shows that 90 percent of citizens and 82 percent of site managers felt that CRRP activities helped "somewhat" to "a great deal" to build local agreement on community goals and ways to achieve them (32% of citizens and 41% of site managers said "a great deal").

Citizen Participation and "Sense of Community"

Community development educators and consultants should give direct attention to increasing citizens' "sense of community/community pride" and participation in decision-making about enhancing the local quality of life. A number of indicators suggest the significance of such attention.

As stated earlier, a frequently cited practical benefit of CRRP activities was an increase in "sense of community" and "community pride". The importance of this theme was noted in many responses to questionnaire items. For example, when asked why they thought their community became involved in the CRRP Project, the most common citizen response was "to improve the community, its appeal as a place to live--including social, economic and/or cultural growth".

Table 6A responses to the questionnaire item "extent to which CRRP activities increased citizens' participation in local decision-making" show 85 percent of citizens and 90 percent of site managers with ratings of "somewhat" to "a great deal" (most responses are in the "somewhat" category with 24% of citizen and 21% of site manager responses in the "a great deal" category). Similarily, when asked if the activities resulted in an increased "sense of community" among local people (Table 6B), 85 percent of citizens and 82 percent of site

Table 5A-C. Citizen and Site Manager Ratings: Appropriateness, Extent of Local Understanding of Community Challenges and Opportunities, Agreement on Goals and Ways to Achieve Them (in percents).*

TOPIC A: How Appropriate/Realistic Were Local Revitalization Goals?

	Not At All/ Not Very		Somewhat			Very Approp.		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	1	2	5	9	25	25	34	100(161**)	5.65
	2%		39%			58%			
Site Mgrs. (%):	0	0	0	7	25	43	25	100(28**)	5.86
	0%		32%			68%			

TOPIC B: Extent to Which CRRP Activities Resulted in Better Local Understanding of Community Challenges and Opportunities

	Not At All/ Very Little		Somewhat			A Great Deal		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	4	6	11	15	28	20	17	100(166**)	4.84
	10%		54%			37%			
Site Mgrs. (%):	0	0	10	21	21	45	3	100(29**)	5.10
	0%		52%			48%			

TOPIC C: Extent to Which CRRP Activities Helped Build Local Agreement on Community Goals and Ways to Achieve Them

	Not At All/ Very Little		Somewhat			A Great Deal		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	5	5	10	26	22	20	12	100(165**)	4.61
	10%		58%			32%			
Site Mgrs. (%):	7	10	10	7	24	34	7	100(29**)	4.62
	17%		41%			41%			

* Percents calculated from raw frequencies and rounded to nearest whole; rounding error accounts for any discrepancies when percents are added.

** See Table 1 footnote for details on total number of citizen and site manager responses and number of communities represented in the study. (No rating, Table 5, Topic A = 6% citizens, 7% site managers; Topic B = 3% citizens, 3% site managers; Topic C = 4% citizens, 3% site managers.)

Table 6A-B. Citizen and Site Manager Ratings: Extent to Which CRRP Activities Increased Participation in Local Decision-Making and Contributed to Enhanced "Sense of Community" (in percents).*

TOPIC A: Extent to Which Local CRRP Activities Increased Citizens' Participation in Local Decision-Making

	Not At All/ Very Little		Somewhat			A Great Deal		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	5	10	11	25	25	17	7	100(166**)	4.34
	15%			61%		24%			
Site Mgrs. (%):	0	10	17	31	21	17	3	100(29**)	4.28
	10%			69%		21%			

TOPIC B: Extent to Which Local CRRP Activities Resulted in Increased "Sense of Community" Among Local People

	Not At All/ Very Little		Somewhat			A Great Deal		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	6	9	5	16	29	19	16	100(164**)	4.72
	15%			50%		35%			
Site Mgrs. (%):	0	17	3	24	7	41	7	100(29**)	4.72
	17%			34%		48%			

* Percents calculated from raw frequencies and rounded to nearest whole; rounding error accounts for any discrepancies when percents are added.

** See Table 1 footnote for details on total number of citizen and site manager responses and number of communities represented in the study. (No rating, Table 6, Topic A = 3% citizens, 3% site managers; Topic B = 4% citizens, 3% site managers.)

managers said "somewhat" to "a great deal" (a greater proportion of site managers than citizens saw "a great deal" of increase in local "sense of community"--48% and 35%, respectively).

Institutional-Community Liaison

This component of the CRRP was established through assignment of institutional personnel who assisted individual communities as "site managers". These institutional representatives generally provided a number of positive effects on the communities with which they worked. One example is the usefulness of personal contact by persons from the universities and state agencies to communities (Table 7A). This direct attention implied to the communities that people working in state-level organizations do care about people in small rural communities. Another example is how well a site manager worked with the community (Table 7B). For both examples, questionnaire responses were generally favorable.

Some citizens chose to comment on the site manager's role in the facilitation of community revitalization noting that: "The site manager was excellent," ". . . was helpful" and ". . . had an excellent attitude." Thus, the lesson for projects like the CRRP is the significance of the role of an institutional representative to serve as a liaison/direct link between a sponsoring institution(s) and the local community. Such liaison provides a feeling of importance and that "the institution cares about us and our needs and concerns" which, in turn, serves to motivate local people who are pursuing revitalization of their community.

In addition, the liaison role provides for direct access to professional assistance on a regular basis as the community plans, initiates and implements revitalization activities. As shown in Tables 8A-B, citizen respondents gave favorable ratings to the technical assistance consultants who worked with their communities, and to how well the communities' efforts were supported by CRRP staff and institutions (i.e., Colorado State University, the University of Colorado and the Colorado Department of Local Affairs). In both the access to/provision of technical assistance consultation and the level of support provided by CRRP staff and institutions the site manager liaison role was key.

Additional Insights From Citizens

While the foregoing lessons are based on a preponderance of questionnaire responses that were positive in nature, there were also areas of concern expressed by some citizens and site managers. These concerns do not reflect general conditions of the Project but they did arise in some communities so are worthy of note. Selected insights based on concerns and comments of some citizen respondents are presented here; some additional insights from site managers are reported following these.

Table 7A. Citizen and Site Manager Ratings Regarding Site Manager Liaison Role in Linking Sponsoring Institutions with Local Community: Usefulness of Personal Contact (in percents).*

	In Your Community, How Useful Was Personal Contact With People From Universities and State Agencies?								
	Not Useful/ Little Use		Somewhat Useful			Extremely Useful		Total % (N)	Rating $\bar{X}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	4	3	5	12	17	25	35	100(151**)	5.48
	7%			33%		60%			
Site Mgrs. (%):	7	26	0	22	37	7	0	100(27**)	3.78
	33%			59%		7%			

Table 7B. Citizen Ratings: Site Manager Assistance

	How Well Did the Project's "Site Manager" Work With Your Community?								
	Not Well		Rather Well			Extremely Well		Total % (N)	Rating $\bar{X}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	6	2	3	5	18	30	36	100(145**)	5.61
	8%			26%		66%			

* Percents calculated from raw frequencies and rounded to nearest whole; rounding error accounts for any discrepancies when percents are added.

** See Table 1 footnote for details on total number of citizen and site manager responses and number of communities represented in the study. (No rating, Table 7A = 12% citizens, 10% site managers; Table 7B = 15% citizens.)

Table 8A. Citizen and Site Manager Ratings: Usefulness of CRRP Technical Assistance (in percents).*

	In Your Community, How Useful Were Technical Assistance Consultants?								
	Not Useful/ Little Use		Somewhat Useful			Extremely Useful		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	1	4	7	15	16	21	35	100(150**)	5.45
	5%			38%		57%			
Site Mgrs. (%):	0	11	0	7	21	43	18	100(28**)	5.39
	11%			29%		61%			

Table 8B. Citizen and Site Manager Ratings: Overall CRRP Support for Community Efforts (in percents).*

	How Well Were Your Community's Efforts Supported by Project Staff and Institutions (i.e., CSU, UC, DOLA)?								
	Not Well		Rather Well			Extremely Well		Total % (N)	Rating $\bar{x}$
Rating Values:	1	2	3	4	5	6	7		
Citizens (%):	3	3	4	10	16	27	35	100(146**)	5.55
	7%			31%		62%			
Site Mgrs. (%):	0	7	7	11	15	33	26	100(27**)	5.37
	7%			33%		59%			

* Percents calculated from raw frequencies and rounded to nearest whole; rounding error accounts for any discrepancies when percents are added.

** See Table 1 footnote for details on total number of citizen and site manager responses and number of communities represented in the study. (No rating, Table 8A = 12% citizens, 7% site managers; Table 8B = 15% citizens, 10% site managers.)

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Longevity of local committees. The first area of concern was "if the community revitalization team disbanded, why did it do so?" Less than one-fifth of citizen respondents indicated that the local revitalization team was no longer functioning. Reasons for a committee to disband included "not enough people to continue," "lack of interest and participation," and "lack of community leadership and direction". Other interview information reveals that a few communities were seriously factionalized before CRRP entered the local scene; some of these and a few others experienced strong differences in opinions on whether and/or how certain improvement projects would be conducted.

While not indicative of a major problem in CRRP activities, there is sufficient concern to suggest that community development educators may well need to adapt their approaches and training packages to the situations that exist in various types of communities. For example, citizen questionnaire data suggest that a few CRRP communities needed greater assistance with how to gain levels of interest and participation sufficient to conduct local revitalization efforts. Also, the leadership curriculum may have benefitted from more direct follow-up assistance in certain communities after the intense training workshop was completed.

Turnover of committee membership. When citizens from communities where committees were still functioning were asked about "changes in committee membership over time", they said that most of the original committee members continued to serve and that there was also a mix of new members. Less than 15 percent of citizen respondents indicated that no new people had been added to the local team, while nearly 55 percent stated that a few members were new. When completing the questionnaire in Fall, 1991, only seven percent of citizens said their local revitalization team had experienced a major turnover of original members.

Assuming that a revolving mix of original members (or those with a considerable period of service) with new members is important, then a project's support might well focus direct consultative assistance on maintaining such a mix. Critical indicators of potential loss of continuity and direction are such concerns as a general apathy about community improvement, volunteer "burnout", too many activities for a small community with limited population size and/or a situation where population continuity is lacking (e.g., a large percentage of people are moving out while others are moving in).

Variance in expectations. A third area of concern is variance in expectations between what a community perceives will occur in terms of support (e.g., financial, consultative) from project personnel and what the project intends to deliver. One might expect that in a "grassroots, self-help" development project such as the CRRP that some misconceptions regarding expectations would occur; they did, but were minimal when viewed across all 47 communities. While a few incidences of negative relationships occurred between a few communities and the project, they were not generally disruptive in the majority of such relationships.

The concern over expectations suggests another factor to be given direct attention by community development educators and consultants, especially when engaged in providing services to small rural communities which are encouraged to improve in a grassroots, self-help kind of project environment. The valuable lesson here is that projects like the CRRP must continuously strive to successfully blend community goals and expectations for revitalization with those of the overall project.

Citizen views of local activity shortcomings. On the questionnaire, citizens were asked to comment on any "shortcomings in local CRRP-related activities". Those who did, mentioned "lack of interest", "change resistance", "need more volunteers", "too much turnover of committee members", "lack of sufficient funds and external assistance", "too little time to devote to improvement activities" and "red-tape creates problems such as the slowness of change and extensive time it takes". While nearly 45 percent of citizen respondents did not identify any serious shortcomings, those that did tended to list one or more of the shortcomings quoted above.

Citizen suggestions for changes in Project operations. When asked to identify "changes that would be worthwhile if the CRRP Project were to be repeated in your community", nearly 50 percent of citizens had none to suggest. Those that did recommended the following changes: "greater assistance and encouragement--training--on how to gain more citizen involvement", "extend the project for more than one year of direct assistance" (generally 2 to 5 years was suggested), "more leadership development and consultative follow-up needed" and "need increased funding and technical assistance".

Summary of citizen comments. The above noted concerns regarding committee longevity and membership turnover, variations between community expectations and those of the Project, shortcomings in local activities and recommendations for changes in Project operations were not mentioned by a majority of citizen respondents and did not appear to have serious negative impact on the overall Project. Their influence did, however, negatively impact those few communities where one or more of the concerns existed.

This implies that certain communities in a project like the CRRP -- especially because of its grassroots, self-help emphasis -- may need more direct attention from project personnel/services than do others. While this is not a resounding revelation, for some communities (a) more project sensitivity and services in the areas of on-site follow-up to initial training, (b) more attention to such "process" concerns as how to stimulate greater citizen interest and involvement in community revitalization and/or how to overcome local rifts and opinion difference, (c) more attention to assisting communities in the development of consensus and shared "vision", and (d) a support period of more than one year would be advantageous to the creation of significant change and improvement.

Comparison of Alternative Emphases in Working With Communities

The "lesson" themes discussed in this section are complemented by site managers' comparisons of the emphasis that (1) **was given** various general strategies for local development with (2) what they felt **should have been** the case. As project staff who "bridged" between the central project and local communities, site manager perceptions seem particularly relevant in comparatively evaluating strategy emphases.

Data in Table 9 show the **mean ratings** that site managers felt the project gave each of a series of strategic concerns in the case of their community (e.g., leadership development, local services improvements, etc.), as well as the mean ratings they thought each topic ideally should have been given. The relative **rank order** of each topic is also listed for what they thought was and should have been the case, as an additional basis of comparison. (Given that there is a reasonably narrow "spread" of values between higher and lower mean scores and a fair number of "ties", these rankings should be viewed in relative, not absolute, terms.)

Several general patterns in these data deserve mention before turning to specific topics:

1. Comparing between the two columns of mean ratings, site managers on average felt almost all topics should have been given somewhat more emphasis than they actually were given.
2. Comparing down the two rank-order columns, site manager judgements about what was and should have been are reasonably consistent; topics that are high, and low, on the list of what "was" tend to be similarily-ranked on the "should" list.
3. Comparing the "spread" in mean scores within the "was" and "should" lists, the divergence of mean ratings is somewhat less on the "should" list than on the "was" list. Expressed another way, site managers seem to feel there actually was a greater difference in emphasis among these topics than they thought should have been the case; they apparently consider the topics interrelated rather than as separate, competitive topics of strategy emphasis.

Comparing among particular topics on the lists, the site managers indicated that highest emphasis was given to developing general local processes that would enable or support subsequent pursuit of more tangible community development goals ("products"). Specifically, the "was" rank-order list is topped by (1) improving citizen participation, (2) local leadership development, (3) increasing community collective spirit and pride and, tied for fourth and fifth place, (4.5) increasing community agreement and cooperation and also (4.5) improving community image and appearance.

Table 9. Site Managers' View of Emphasis That Was Given, and Should Have Been Given, to Aspects of Project Work (in mean score ranks).*

Promoting Improved/ Broadened Local . . .	Emphasis That Was Given by CRRP		Emphasis That Should Have Been Given by CRRP	
	$\bar{X}$ **	Rank	$\bar{X}$ **	Rank
Citizen Participation in Community Affairs	4.2	1	4.2	3.5
Economic/Employment Conditions	3.2	8.5	3.9	8.5
Leadership Abilities and Initiative	4.0	2	4.6	1
Understanding of Cmty. Challenges, Opportunities	3.7	6.5	4.2	3.5
Access to Outside Resources, Technical Assistance	3.7	6.5	4.1	5.5
Sense of "Community Spirit", Optimism, Pride	3.9	3	4.0	7
Services (education, health, recreation, etc.)	3.2	8.5	3.6	10
Planning for Future Community Conditions	3.1	10	4.1	5.5
Community Appearance and Image	3.8	4.5	3.9	8.5
Citizen Agreement, Cooperation, Coordination	3.8	4.5	4.3	2

* 30 site manager responses for 30 CRRP communities are represented in the study. Response numbers for questionnaire items presented here range from 28 to 30.

** Based on a five-point rating scale ranging from (1) "no emphasis" through (3) "some emphasis" to (5) "the most emphasis".

By comparison, topics ranking low on the "was" list include more product-oriented achievements. Tied for sixth and seventh place were (6.5) increased local understanding of community opportunities and challanges and (6.5) improving access to outside resources. Tied for eighth and ninth place were (8.5) improving economic and employment opportunities and (8.5) improving local service offerings. In last place was (10) planning for future community conditions.

Site managers' judgements about what should have been the case in their communities show a highly consistent general pattern, as already noted. Specifically, the "should" list is topped by (1) leadership development (receiving a considerably higher "should" mean rating [4.6] than it did on the "was" list [4.0]), followed in order by (2) improving citizen agreement and cooperation, (3.5) increasing citizen participation, and (3.5) improving local understanding of community challenges and opportunities. Middle-ranked topics on the "should" list include (5.5) improving access to outside resources and (5.5) planning for future community conditions (up considerably from the last- place position on the "was" list). Ending the "should" list were (7) improving community spirit and pride, (8.5.) improving local economic and employment conditions, (8.5) improving community appearance and image and (10) improving local service offerings.

Clearly, site managers feel priority project attention should be given to social infrastructure development -- improving insights, talents and cooperation among local citizens and leaders to increase preparation for, and remove obstacles which impede, local pursuit of particular development objectives.

Additional Insights from Site Managers

A few additional site manager responses to selected questionnaire items are reported here; others are reported in the section on **Central Project Inter-institutional Relations** which follows.

Shortcomings in local project activities. The most often mentioned shortcoming was that CRRP follow-through needed to be improved, but this comment was made by only five (17%) of site manager respondents.

Suggestions for changes in Project operations. Regarding site managers' recommendations for changes if the CRRP were to be repeated in the local community, no major concerns were mentioned by the majority of site managers. The most often recommended change was to increase project time beyond one year of direct community assistance (n=6, 20%). Five site managers (17%) suggested need for improvements in community selection procedures.

Site manager-community relations. When asked about their relationship with the community, 63 percent of site manager respondents indicated that they attended community meetings regularly. Forty-three (43) percent said that they provided community development and local improvement advice. Nearly 37 percent commented that technical assistance was provided.

Positive and negative aspects of site manager work. In response to a question about positive and negative aspects of the CRRP site manager experience, 30 percent commented that the local committee was effective and enjoyeable to work with. On the negative side, nearly 17 percent indicated that time constraints and time away from their regular duties were the most difficult parts of the experience.

Professional growth. When asked to what extent the CRRP site manager experience contributed to their professional growth, nearly 78 percent noted that their understanding of local volunteerism, citizen initiative and how these can be effectively mobilized and activated had been enhanced. About 83 percent felt that their ability to assist small communities with revitalization activities had been strengthened.

In sum, site manager questionnaire responses were generally positive and quite consistent with those provided by citizens. In addition, site managers tended to value their CRRP experiences and the professional growth they gained from their participation in the project.

General Comments on CRRP's Work in Communities

As was noted in the predominance of citizen and site manager responses to a number of questions regarding the community's participation in the CRRP, both held a general and very positive view of the Project. A large majority of all respondents were favorably impressed with their community's revitalization organization and its planning and implementation of improvement goals and projects.

There were, however, a few exceptions to this overall positive experience. A few communities did not feel very positive about the project and its results. One reason was a variance between community expectations regarding the project's purposes and intents and those held by key officials and other leaders in a community. Another reason pertained to prior conditions in the community, before CRRP entered the scene. Examples of a less than favorable climate for the project to function well were such conditions as serious factional disputes within a community, or strong differences about whether and/or how certain improvement projects would be conducted.

In sum, it seems that it is realistic to expect that a project such as CRRP, involving 47 communities, would not be fully successful in all. To experience only a few less-than-desired community achievements is indicative of what might well be termed a highly successful three-year endeavor overall.

V. Central Project Inter-institutional Relations

Despite various ideological and practical challenges, it appears the development of cooperative working relations among the three institutions, their participating staff members, and citizens in project communities, went remarkably well, with major positive consequences for project work. We address these successes, and some limitations, in several contexts: (1) the development of inter- and intra-institutional cooperative infrastructure for the provision of on-going rural development support, and (2) the building of new "bridges" of mutual understanding and responsiveness among the cooperating institutions, between them and rural communities of the state, and among many of the participating communities themselves.

Commitment As A Key

Perhaps the most noteworthy point with which to begin is that a range of indicators suggest a major factor in the project's successes was a strong sense of **collegial commitment to a common service mission** which emerged among key participants across institutions. Specifically, central project personnel throughout the project years gave evidence of (a) **caring** very much about the present and future well-being of citizens in small Colorado communities, (b) a willingness to make personal sacrifices to support their local development processes, and (c) sincere appreciation and support of both colleagues and citizens who also cared. In short, central project personnel considered the effort important enough to make substantial, sustained investments in its success, which stimulated and guided other participants--site managers and local leaders--to be committed to field successes.

Project Development Dynamics

To an extent, this commitment was a reflection of personal ideological predispositions which supported project goals and means, and led many project principals to get involved. Other key players who were initially less aware of or predisposed to the project "game plan" indicated that their enthusiasm for the effort grew as they came to better understand it through interaction with its core of "true believers". Both the early common core of ideological commitment and the subsequent convergence of views among the range of project principals seems to be a major factor which underlies project accomplishments. Equally noteworthy, however, these project personnel were not of one mind on many matters, which added other positive dimensions--and some challenges--to the dynamics of the project's development. Marginal differences in staff orientation produced a productive **complementarity** of perspectives, a need for **flexibility** that enabled creativity, and a dynamic of **dialogue** which guided the project's development toward a shared general vision of its potentials.

Understandably, these latter features were sometimes also viewed as impediments to progress by some participants and evaluators. Questions have been raised about the adequacy of "direction", "organization", "control", and "efficiency" of the project. As well, there have

been some concerns that the work has been too "ideological", which seems to be a reaction to the bottom-up social process-building emphasis of the community development approach, as differentiated from the "tangible product" focus of the top-down planning approach. In fact, it appears that dialogue within the project did slow tangible progress at times, and also promoted a more creative evolution of the project in the longer run, with greater learning-by-doing occurring at the community, site manager, and central project levels. That was a main objective, but so were tangible field successes. Balancing these emphases seemed necessary, and is inherently difficult. An overview of the project's development suggests the blend of emphases shifted somewhat several times, which seems desirable for an experimental project of this kind. As important, the right balance appears to have been worked out by the project's end.

Data on these issues come from various sources, including document reviews, meeting attendance, interviews with project principals, and questionnaires that were administered. Questionnaire responses from the site managers are particularly instructive because their insights bridge central project and community-level operations. Tables 10 and 11 summarize site manager's perspectives on key institutional issues of the project's development. Their views are differentiated according to whether their community experience was in a first, second, or third year community.

The first concern noted in Table 10 is the site managers' assessment of overall project support to their community's development efforts. Here a rating scale value of 4.0 represents a "theoretical mean" of average or adequate. Observed site manager mean ratings (last column, Table 10) show they felt project support of their community's efforts was well above the theoretical average all three years (Year I, 5.7; Year II, 5.2; Year III, 5.4). More important for present analytic purposes, the mean support rating is highest for the first year communities, it drops off the second year, and comes back up again the third year, where the highest percentage (44%) considered project support of their community extremely good (a rating scale value of 7). The Year II decline partly indicates a shift of attention within the central project to working out tricky inter-institutional issues of communication and cooperation, which had to be done to cement productively collaborative long-term service relationships in the inter-institutional structuring of a shared rural development mission.

Additional Table 10 data clarify this point. Site managers saw **communication** among institutional partners to be slightly above a theoretical mean of 4.0 at the start, fall below this level in the second year, and rise to its highest level in the third year. Similarly, **cooperation** among the institutions was thought to have started off quite good (mean rating of 4.7, above a theoretical mean of 4.0), drop in the second year (4.2, still adequate), and rise considerably in the third year (5.0), by which time 63% of last-year site managers considered cooperation to be very good (ratings of 6 or 7). Perhaps most important, their perceptions about the **coordination** among the project representatives of the three institutions showed a steady rise throughout the three years (4.0, 4.2, 4.3 respectively), with evidence of overall progress being clear in the second year amidst the working-out of some internal problems.

Table 10. Site Managers' Ratings of Selected Project Aspects By Year Of Community Work In Percents (n = number of cases)

		Not Very Good	OK			Very Good			
Item	Comm. Year	Rating 1,2	3	4	5	6	7	Σ %** (n)	$\bar{x}$ Rating
Project Support to Community	I	0%	0	17	17	50	17	100(6)	5.7*
	II	8	8	8	25	33	17	100(12)	5.2
	III	11	11	11	0	22	44	100(9)	5.4
Overall		7	7	11	15	33	26	100(27)	5.4
Quality of Communications Among 3 Institutions	I	0%	43	14	29	14	0	100(7)	4.2
	II	31	23	8	15	23	0	100(13)	3.7
	III	13	0	25	25	38	0	100(8)	4.8
Overall		18	21	14	21	25	0	100(28)	4.2
Quality of Cooperation Among 3 Institutions	I	0%	29	14	29	14	14	100(7)	4.7
	II	23	23	8	8	23	15	100(13)	4.2
	III	13	13	13	0	38	25	100(8)	5.0
Overall		14	21	11	25	25	18	100(28)	4.6
Quality of Coordination Among 3 Institutions	I	0%	29	57	0	14	0	100(7)	4.0
	II	17	17	25	17	17	8	100(12)	4.2
	III	13	13	25	25	25	0	100(8)	4.3
Overall		11	19	33	15	19	4	100(27)	4.2

*Theoretical mean = 4.0

**Individual totals may not add to 100 due to rounding

Table 11. Site Managers' Views of Project Emphasis Given To Selected Local Development Objectives By Year Of Community Work (in mean scores, where 5.00 = the most and 1.0 = no emphasis*)

Objective: Improved/Broadened	Year I	Year II	Year III	Overall Average
Citizen Participation in Community	4.0	4.4	4.0	4.2
Economic/Employment Conditions	2.7	3.6	2.6	3.2
Leadership Abilities & Initiative	4.0	4.3	3.6	4.0
Understanding of Community Challenges and Opportunities	3.3	3.8	3.7	3.7
Access to Outside Resources, Technical Assistance	3.7	3.8	3.6	3.7
Sense of "Community Spirit," Optimism, and Pride	4.0	3.7	4.1	3.9
Services (Education, Health, Recreation, etc.)	2.9	3.5	3.0	3.2
Planning for Future Community Conditions	2.7	3.2	3.9	3.1
Community Appearance, Image	3.3	3.8	4.2	3.8
Agreement, Cooperation, and Coordination Among Citizens	3.6	3.8	3.9	3.8

**Theoretical* $\bar{x}$ = 3.00

In short, the very challenging conditions of working between institutions were recognized, addressed, and worked out during the three years.

Table 11 considers site managers' views of the relative emphasis given different aspects of the central project's action orientation throughout the three years (an elaboration on Table 9 "was" data already considered). In Table 11, the theoretical mean is 3.0. Some topics of project emphasis remained rather constant throughout the period, while others showed temporal shifts. Specifically, major emphases that remained reasonably constant include: improving citizen participation in community activities (somewhat stronger the second year); improving local leadership abilities and initiative (strongest the second year, down somewhat the third year); building a sense of community spirit, optimism and pride (down slightly the second year); improving agreement, cooperation and coordination among citizens (slightly increased emphasis each year the project went on); and providing access to outside resources and technical assistance. All but the last of these are largely "social process" emphases for improving long-term community development prospects.

Several project concerns started relatively low and gained emphasis later in the project. Consistent with what Table 9 data show site managers (and presumably others) thought "should" be the case. These topics include: improving planning for future community conditions; improving community appearance and image; and increasing local understanding of community challenges and opportunities. These action topics largely represent a blending of social process and tangible goal concerns, showing progress was being made in affecting a working balance.

Finally, some Table 11 topics show a considerable shift in emphasis but, in general, started and ended relatively low in the ranking of project concerns, i.e., improving economic and employment conditions and improving local services such as education, health and recreation. These rather tangible concerns seem to have received considerable emphasis only during the second year of experimental adjustments, after which the pendulum swung back in the direction from which it had come. These topics are inherently difficult matters for the grass-roots community development approach to deal with in the short time-frame of a year's work in a community, even if they are matters of general community concern. Experience showed they were often not very feasible topics for local action under the practical conditions of a project like this one, partly due to their complexity. Insofar as tangible accomplishments are required as complements of efforts to build local development processes, more simple, obtainable objectives are preferable when time and resources are limited.

Handling Issues And Impediments In Inter-institutional Project Development

Exploration of specific challenges to project development, and how the project learned to handle them, is instructive. These include both conceptual and pragmatic matters.

Ambiguities in project purpose and approach. Several aspects of the community development process approach, which provided the project's working framework, must be kept in mind when reviewing its developmental circumstances. These constitute basic lessons confirmed or learned by participants. (1) The same "style" of working with constituents in communities should have its parallel in the development of the central project and relations among its staff. These include flexibly keying off particular interests, talents and resources represented; identifying or negotiating these and other working conditions through interaction over time; and building consensus, trust, and mutual support around particular topics of mutual concern as a major element of progress. Thus top-down administrative management, pre-defined agendas and methods, and "forcing" issues are counter-productive for project development. (2) Accordingly, project goals and approaches are left reasonably general at the start. Much is initially left ambiguous by design; the framework is to be filled in over time through the dynamics of dialogue and incremental planning within communities, between communities and project staff, and among project staff. (3) These ambiguities invariably impose some problems on a project operating in institutional contexts with hierarchial authority structure, accountability, etc.

Some specific ways in which these conditions imposed challenges on project development include: (a) some staff confusion and differences of opinion about project goals and means for achieving them; (b) a tendency for caring staff, who want to "get something going", to rather independently go off in the directions of their own choosing, exacerbating coordination problems; and (c) having a rather standardized community orientation and training program does not always fit well with the agendas of citizens or project staff working with them. Underlying much of the challenge for both citizens and staff in this case was an unclear and somewhat variable interpretation of what constituted the "community" they were trying to develop. Is "community" basically local social relations, a service and opportunity structure, political organization, a "we-feeling", etc.? Some of the challenges to project development noted above could probably have been minimized if early effort had been given to building a better understanding of the concept of community, the logics of alternative community development approaches, and their potential complementarity. It appears this did occur to a considerable extent through normal staff interaction--particularly in the second project year--but only after some damage was done to working relations, which then had to be repaired.

At a more pragmatic level, a series of "institutional constraints" intersected with the concerns already noted, and complicated their management. These practical constraints mostly resulted from the need to run the innovative project in unconventional ways for the institutional settings in which it was based. Particular concerns include the extensive volunteer time most participants were expected to give on top of other institutional responsibilities; that participants were expected to both support a common project agenda and remain loyal to their "home institution" interests and missions, which differed somewhat between the institutions; that staff review and performance criteria often differed between the project and home institutions; that

there were some historic "baggage" and sensitivities left from previous work of and among these institutions; and so forth. While such matters of ambiguous expectations and cross-pressures were clearest at the institutional level of project operations (e.g., core staff and site managers), they were also felt by citizen leaders at the community level.

Institutional understanding of and appreciation for project work. A frequent frustration expressed by key participants was that their hard work in support of the project was not adequately understood, appreciated or supported by their non-project colleagues and superiors. Much of the work occurred away from personnel's home base and out of the view of their institutional peers and superiors. It was often viewed as competing with other institutional responsibilities. Frequently, work in support of the project was "suspect" in two regards: it was intentionally "unconventional" by institutional standards, and institutional colleagues often questioned the personal "motives" of active participants (e.g., how were they benefitting, and were they "bucking their system" by doing it?). Many project participants based on the two campuses felt the "applied" nature of the work made it a low-status activity in the eyes of their institutional peers, and the "process" emphasis of work was often viewed as too intangible and academic within DOLA, which emphasizes highly applied, visible work. Without a sense of understanding, appreciation and support from one's home institution, it is hard for staff to maintain enthusiastic commitment to project work, especially when it is known the project is only temporary.

Differences in institutional mission. Related, Colorado policy mandates minimum duplication of efforts among state institutions. Accordingly, each state agency and campus has a distinct mission. The clearest difference in this case was between DOLA (which has a mandate to provide tangible development services to local political units of the state) and the universities (which emphasize research and creative activities of general importance). During the few years preceding the project, the state legislature had mandated that community development service be the responsibility of DOLA, not universities or even Cooperative Extension, and community development positions in the universities were cancelled, contributing historic baggage. There are also differences between the universities as well. CSU, as a Land Grant school with Cooperative Extension, has a rural service mission which stresses achieving and extending scientific developments. The University of Colorado has a broad, general academic mission, with the Denver campus focusing on urban affairs. By training and disposition, however, the staff of each institution hold more general orientations which are shared by many colleagues at the other institutions. A few years before this project, a similar rural development effort funded by Kellogg was administered through Colorado Cooperative Extension and involved key participants from UC and several Western Slope colleges. Some additional historic "baggage" lingered from this earlier collaborative effort. Because participants in the main self-selected work with the current project, the precedent experience and similarities in their orientations allowed them to work rather well together. Those who were not self-selected or eager to work as a project team member reflected the institutional differences to a greater extent, which introjected some tensions in team relations. All participants

occasionally came under pressure to advance their institution's agendas (particularly in second year project adjustments). To the extent they complied, tensions surfaced in project team relations. To the extent they ignored these institutional pressures and remained largely loyal to the project mission (which a number apparently did from the top on down), they became more isolated in and frustrated with their home institution. While this supported project team solidarity, it sometimes also had adverse effects on staff member morale, and imposed some distractions and negative attitudes on project work.

Inter-institutional competition for scarce resources. Inherent in work among institutions of a state--especially in times of tight budgets, which was the case in Colorado throughout the project period--is the "zero-sum" dilemma of competition for or control of resources. Under these circumstances, suspicions about self-serving use of project resources under one's control are inevitable. Pressures build on suspects to conspicuously demonstrate time and again that they are committed to the project's welfare and that of its constituents. Such concerns, especially when accompanied by inadequate information or strong sensitivities about fiscal management practices, often get transformed into questions of service adequacy in other project contexts. These "displaced recriminations" are disruptive of teamwork, and promote attitudes of "you can't win, so why try", or, alternatively, an "I'll show them" tendency to charge off in one's own direction. All seem to have occurred to some extent, particularly during the project's middle period. One way this problem surfaced was in staff disagreement about whether more of the project's budget should be diverted from central staff salaries and expenses to community control and tangible local project activities.

Control over one's work. The work of projects like this one depend extensively on two characteristics that do not co-mingle easily: independent staff initiative, and coordinated teamwork. Among project participants who care a good deal about constituent service, and feel constrained by team expectations, processes and ambiguities in them, there is a tendency to resent and depreciate the right of team control, to assert one's self independently in work, and to justify this in terms of an alternate ideology of work. This further frustrates team relations, requires the corrective attention of the team, and sends confusing messages to others who are outside but aware of the teamwork situation (e.g., community leaders, superiors in home institutions, etc.). In the hierarchial authority structure of universities and agencies, the usual response to this situation would be for superior authority to assert its administrative prerogatives in an attempt to force a resolution. But this solution was not appropriate in this project case: the CRRP cross-cut institutional authority lines, and it had adopted a non-authoritarian (i.e., peer interaction dominated, community/organizational development) style of working. All that could realistically be done was to provide latitude and encouragement for problems to get worked out among relevant team members, often at a personal level. Project experience showed this was best pursued outside of formal meetings, as on a drive to a community or over refreshments following a meeting. With relatively few exceptions (which introjected even greater problems in working relationships), this laissez-faire pattern was followed by the project, contributing to member's field effectiveness and the development of creative inter-institutional team relationships.

Participant turnover. Under the foregoing conditions, however, another management challenge is implied. When staff relations are worked out gradually at an inter-personal level, staff turnover imposes heavy costs to team dynamics and the shared understanding which underlies them. Given the nature of divided-labor interdependencies, the loss of even a few experienced, integrated team members costs momentum to coordinated activities, and the integration of new participants requires that the time-consuming process of re-establishing a working rapport be replayed. A number of project principals came and went during the three years; approximately twice the number were involved at one stage or another as stayed with the project throughout its life span. Fortunately, there was sufficient staff stability in each of its major units (the policy board, core staff, and central project/director's office) to ensure a reasonable level of continuity. Upon the project's conclusion, however, it appears that a majority of the remaining longer-term participants will no longer be involved in this kind of work from a base in their home institutions. This implies a challenge for future coordination of work among these institutions.

Institutionalization Of The Project Organization And Process

A major project goal was the establishment of on-going, innovative working relations among and within the participating institutions to enhance their effective, coordinated support of local development activities within the state. This "institutionalization" of project goals and methods has three aspects: (1) continuance of organized recognition and support of further work like that of the project within the institutions; (2) establishment of provisions for future coordination of similar work between the institutions; and (3) maintenance of the project "talent pool"--at least, the relations they had established and what they had learned from the work--in the operations of the institutions. The evidence of longer-term success in these regards is mixed.

Perhaps most important, there appears to be a spirit of resolve in the administrative leadership of each cooperating institution to (1) continue, even expand, coordination between institutions, and (2) honor the objectives and approaches of the project in the pursuit of respective institutional missions. Public statements and internal policy statements to this effect have been forthcoming from the heads of each participating institution. How this spirit of institutional coordination will become operationalized in enduring ways is less clear--in part, it is still too early to tell. The fact that the project has contributed in substantial ways to the emergence of good intentions among the institutions, and within subunits of each, is a significant achievement.

A number of important concrete actions in support of this spirit have been realized. Colorado State University, in conjunction with the project, has established a Center for Rural Assistance under Cooperative Extension, and pledges support of it to continue some work like that of the project. How much support, and in what form, is still being negotiated. Thus far,

funds from Cooperative Extension and the Office of the University Provost have been committed for a Center program coordinator and a part-time secretary.

The University of Colorado, Denver had a Colorado Center for Community Development established prior to the project, which played a major role in the project conception and development. This center has undergone some changes in focus, staffing and support patterns throughout the project's life, but it continues to operate more-or-less consistent with its role during the project. Some new University financial commitments have been made to it during the later project years, and additional support from outside the University has been obtained to continue fieldwork with "clusters" of rural Colorado communities (an idea which came from project work). At both UC-Denver and CSU, however, the future level of center staffing appears considerably below that of the years of Kellogg Foundation support.

DOLA's structure has changed some during the life of the project. More importantly, the cooperative spirit of the project, and the project's alternative working style, have been accommodated in DOLA's conception of mission and operational practices. Several examples are indicative. DOLA has provided the funding for two permanent, full-time positions for new Cooperative Extension personnel to support regional community development from DOLA field offices. As well, DOLA is cooperating with the UC-Denver Center, and to an extent the CSU Center and Cooperative Extension, in its program of giving local development grants to communities with special local project needs.

In some regards, the project was less successful in institutionalizing working relations and style than the project aspired to. Perhaps most basic, the central project bridged institutions' coordinated activities on a regular basis during the three years, and it has been hoped that new Kellogg Foundation support (a Phase II project) would allow this coordination to continue. To date, there is not indication that future Kellogg support will be forthcoming, nor that comparable support will come from another source, nor that a substitute inter-institutional arrangement supported by the institutions is at hand or likely in the near future. A poll conducted at a recent dissemination conference at the project's conclusion showed the vast majority of representatives from project institutions and many other agencies in the state believe it is important to continue communication and cooperation among institutions supporting local development. Some future informal coordination is anticipated, but no provisions for it are arranged. As a result, there is real danger of "the trail getting cold" as time passes: the precedent may be lost.

This is particularly so given the loss of experienced staff for continuation of activities, as already noted. The inability, and, in some cases, unwillingness, of the institutions to maintain this continuity will imply some costs to the institutionalization of their project experiences. Related, the positive experiences of most of the volunteer-site managers are likely to be lost to coordinated Colorado rural development activities, even though these experiences will certainly continue to be of influence in their individual work. No provisions to link them with

institutions' future collaborative community development work have been made. In part, this is due limited effort, until late in the project, to involve most of them in any central project activities (a consideration many of them complained about).

Further, the aspirations of the project to link the technical talents of the universities with field development activities in short-term or on-going ways were never substantially realized. A number of faculty and students donated time on a temporary basis, and a number of others indicated a willingness to do so. Most faculty on the campuses, however, are over-committed, and are reluctant to pledge themselves to longer-term service of local development activities when these are not a paid part of their work load, or even given serious consideration in their annual academic activity evaluations or promotion and tenure reviews. (Service and applied work are normally considered minor ancillary activities of academics.) Until the central administrations of universities show a willingness to compensate and honor technical support of activities like those of the project, faculty commitment in support of them should not be expected. Experience with this and other public service projects suggest professional participants are often actually placed in career jeopardy by commitment to applied public service activities.

In general, it appears the establishment of unconventional inter-institutional activities depends upon institutional legitimization and support of them at two levels. First, at the level of institutional organization, they must be established as an integral part of institutional operations. Second, at the staff level, there must be assurances people's unconventional efforts are appreciated and supported. In the case of this project, it seems the participating institutions made considerable progress in the first regard, and less in the second. Project personnel from the core staff through site managers expressed frustration with the level of personal career support they received within their institutions, and with the institutional procedures they felt ran counter to the creative spirit of the project. Many of these staff are convinced the project would have been more productive, and would more likely be reflected in the future operations of the institutions on a broader basis, if several personal support provisions had been better. These include: not being expected to work largely on a volunteer basis, which inherently "cheapens" the work in the institutional context; having assurances that unconventional work will be viewed and rewarded according to non-traditional performance standards within institutions; being spared expectations to support institutional agendas while simultaneously being expected to support different inter-institutional agendas; being given latitude and credit for trying to do creative (unconventional) things, which always involve risks, complications, and are sometimes unsuccessful.

In short, institutional commitment to creative activities should parallel creative staff commitment to them, and in tangible as well as symbolic ways support this personal commitment. As already noted, such staff commitment seems to lie at the core of success with an innovative activity.

VI. The Future: Selected Observations and Implications

A general summary of the CRRP and lessons learned from it are presented in the **Introductory Overview** of this report. This section notes implications of selective insights from the project. It is the intention that this summary information will both shed light on the achievements of the CRRP and also be of value to community development educators and consultants in the future.

The following insights are specific to an assessment of CRRP in terms of:

1. Its goals, as presented in the CRRP proposal to the W. K. Kellogg Foundation, September 1987, and with regard to
2. Numerous observations and other data collection activities conducted during this end-of-project assessment which was inclusive of the various levels of CRRP organizational (administrative and management) and operational (programmatic) functions as described in Figure 1, page 10 of this report.

Insights Regarding Project Goals

Goal 1: "To focus attention on the problems of rural communities in Colorado, and increase the delivery of existing university and other state leadership training, and technical assistance resources to the people of Colorado."

Observation: This goal was effectively achieved in at least 85 percent of the 47 communities selected for participation in the CRRP. More specific insights and implications are offered later in this section.

Goal 2: "To strengthen the role of institutions of higher education in supporting the economic improvement of Colorado by:

- providing a programmatic framework for an efficient and effective delivery of research and educational resources to the rural areas of Colorado;
- encouraging greater involvement of university faculty, staff and students in rural problem solving;
- providing leadership training to present and future rural residents;
- integrating training and technical assistance;
- strengthening the support of existing rural assistance programs."

Observation: There are significant evidences in the CRRP documents and other data sources that this goal, and most of its five sub-parts, were reasonably well achieved during the three-year life of the project. It is quite evident that a programmatic framework was established

(Figure 1 of this report) and that significant resources (educational/training and research/technical assistance) were delivered.

Two concerns were also evident, however. First is that of the efficiency and effectiveness of the delivery of institutional resources. While a significant number of leadership training experiences were provided and important technical assistance support occurred, some community participants have suggested that there might have been more direct guidance in the conduct of local projects.

Second, while both institutions of higher education have had on-going programs for the delivery of services in rural areas of Colorado, the CRRP did not greatly bolster those, e.g., by significantly increasing faculty and staff involvement. There was significant student involvement however, especially at the University of Colorado-Denver, in the design phases of some community improvement projects. In addition, there is not strong evidence that the training and technical assistance components of the project were integrated as well as they ideally might have been.

It is worthy of note that the above-mentioned concerns regarding project achievements are common for such projects. It is not easy to increase faculty and staff involvement broadly in a temporary, applied project that cannot pay for all services. Faculty are already heavily "loaded" with their academic, research/publication and service responsibilities. To assume additional duties, especially if voluntary in nature, presents even those who believe in the work with a difficult dilemma.

Similarly, strengthening institutional support for existing rural assistance programs is heavily dependent upon the resources they command and how receptive the institutions are to modifying traditional academic practices and priorities. Complex organizations, such as those represented by contemporary institutions of higher education, do not change readily. Projects, such as the CRRP, can rarely have a significant impact on the on-going programs of large institutions of which they are a relatively small part. Perhaps it is more noteworthy that the project has had some effect in the participating institutions than that it has not had more effect.

Observations on Project Organization and Operations

Collaborative inter-institutional arrangements. Most project participants were satisfied with project achievements while feeling more could have been done, but some key participants were disappointed with one aspect of project outcome--or lack of it. This concerns the failure to realize the establishment of a permanent inter-institutional organization to explore and promote innovative local development approaches (e.g., a Colorado community development "institute" supported by state and university funds). Their reasoning seems to involve: (1) the importance of such a source of impetus and guidance for community development; (2) the advantage of complementary inputs of different institutions in the state, while avoiding duplication between

institutions; and (3) the desire to have a single "critical mass" of understanding, like-minded professional peers for stimulation, support, and judgement of efforts in the peer-review process of respective institutions.

Unquestionably, there would be some advantages of such a Center for both state service and scientific developments. Failure to achieve such a dream should not, however, be viewed as a short-fall of the project: there is no indication this kind of development was anticipated by the Kellogg Foundation or the participating institutions. Rather, there was an aspiration among all of them to **build better communication, cooperation and collaboration** among institutions and personnel of the state in support of local development. That was done. It might have been done more completely, and could have been institutionalized in the respective institution's operations more clearly and firmly. But there is no reason to lament that complete, permanent collaborative relations have not been achieved; that seems unrealistic for such a project, and in some ways counter-productive.

Instead, let us focus on the inter-institutional progress made, and some implications of it for future work. Here we distinguish three levels of mutual support in inter-institutional working relations: (1) communication, (2) cooperation, and (3) coordination. These are usually thought to basically be **sequential processes** with feedback occurring between the three levels, as relations progress from improved communication through formalizing cooperative patterns in on- going collaborative arrangements. Such development of inter-institutional capacity to work together toward common goals is a dynamic process involving a broadened conception of relevant institutions, to include local communities and their leadership structure, technical talents of various institutions that can be called on for periodic support, etc. It seems the best way to ensure a broad-based, progressive movement in the direction of improved -- and changing -- collaborative relationships is application of the community development process at the levels of state institutions and local communities alike. As community development proponents are inclined to argue, the job is never finished, and it always involves new challenges and approaches based both in present circumstances and new visions of a better future, **because** progress is being made.

Some specific implications of project work for future development activities in Colorado include the following, starting with the most pragmatic concern.

Resources. Reasonable support of catalytic efforts is required (i.e., money, personnel, knowledge, encouragement). Several considerations are implied. By definition, resources are a limited commodity for which there is always competition and need for sound justification. Accordingly, "reasonable" support means: that (A) where there is compelling justification, new resources should be directed to an effort; (B) insofar as resources are limited, aspirations for work should be scaled to match available resources. Further, (C) as efforts seem a good (popular) investment of resources, more support should be expected from public and private sources if it is available. (D) During times of general austerity, it may not be available, and this

needs to be given consideration. Finally, (E) resource-efficient approaches need to be favored over conceptually-ideal ones. We live in the real world, and must remain realistic.

There is considerable evidence that these insights were accepted by CRRP participants at institutional and community levels -- in fact, increasingly understood and accepted in work planning as the project progressed. Clear evidence, for instance, is provided in the proposal to Kellogg for Phase II continuation work. Here the number of communities to be focused on is reduced to a few "clusters" in adjacent locations, the length of service to them is increased, their "readiness" to respond is being considered, and alternate forms of support are anticipated to address their particular and significant challenges. These considerations would permit optimal local service and professional learning under conditions of limited resources for staff, travel, materials, etc.

Perhaps more important, plans for follow-through work mindful of CRRP lessons learned are in place and scaled to already-pledged levels of institutional and private support. There is no assurance that Phase II Kellogg funding will be forthcoming, but work will go on at a reduced level that is realistic for present circumstances.

Focusing on communication and cooperation. Plans for future work give priority emphasis to further building communication and voluntary cooperation among interested parties, including potential new community and institutional participants. Particular attention is being given to more efficient ways to exchange information about activities, approaches, concerns and needs among citizens and local development professionals in the state. Plans for efficient ways to periodically assemble such people for dialogue, planning and dreaming are being formulated, e.g., regional conferences and workshops, community development association meetings, etc. More efficient ways to reach local leadership (with informational and training materials, pamphlets, video tapes, etc.) are being considered, as is increased involvement of citizens experienced with the CRRP as advisers/resources for "new" communities. Other planned support for communities includes methodological advice/assistance with local assessments and data gathering, interpretation of census and other sources, etc., as ways to inform local decision-making.

"Readiness" of communities and collaborators. One area of needed assessment applies equally to communities desiring support service and professionals who are to provide it -- i.e., how ready they are for the undertaking. Limitations of a standardized "one size fits all" approach have been noted.

Community work that depends on local and professional understanding of challenges and options, a reasonable level of existing organization, and command of required resources must be tailored to those conditions. This implies either (A) a "triage" approach, where those most ready to benefit are selected for assistance or that (B) communities be selected on some other basis (e.g., urgent need) with their readiness for help being assessed and a support plan being tailored

to their special needs and the resources available locally and in assisting institutions. These institutional resources include professional understanding and organization, which also need parallel assessment and development.

"Readiness" considerations were acknowledged by CRRP personnel, especially later in their team activities. Their response for future work appears to "split the difference" between the two above-mentioned options (a prudent choice). Each participating institution gives evidence of having recognized the type of location that is prepared to benefit from its particular form of service and seems ready to assess and tailor its available support to those conditions. Further, they intend to involve lay citizens and other institutions' personnel who can provide complementary assistance, and to promote on-going dialogue among professional and lay personnel who share community development interests and who would benefit from the learning experience. In addition, there is an intent to identify specialized training needs and develop corresponding training modules to be shared among cooperating institutions.

Supportive operational processes. Based on a variety of specific lessons learned or confirmed, a series of insights have emerged as considerations in planning future work of the participating institutions alone, or in combination, and in communities where the project's process has grown roots. These include:

1. The development of process skills (training and consultative guidance) should be implemented concurrent with the application of skills in local community revitalization project planning, implementation and evaluation.
2. Encouragement of local citizens in "face-to-face" interaction is essential while they experience process skills development and project initiation and implementation.
3. Direct attention to strengthening coordination and collaboration between and among community organizations and key individuals (decision-makers, policy-makers, etc.) is highly important.
4. Emphasis needs to be placed on increasing local awareness and understanding of local challenges and opportunities as well as building general agreement about appropriate and realistic goals for meeting/taking advantage of those.
5. Attention needs to be given to strengthening local citizens' "sense of community" and their desire to participate in decisions about implementation of community revitalization activities.
6. It is important to assist communities in the development (discuss, state, communicate, and create acceptance and enthusiasm about) of a "vision" for the future and how on-going development activities can contribute to achievement of that vision.
7. Providing for an institutional representative to serve as liaison between the institution(s) providing service and the local community is an important component of assisted rural development. This liaison is essential to a

community's "feeling important--that someone cares" and to its motivation to undertake revitalization activities.

8. There is need to consciously "fuse" the goals and objectives of a project with those of the individuals participating: i.e., central project staff and policy advisers, institutional liaison personnel and key leaders at the community level. Every person fulfilling a key role in a project--at all levels--needs to be viewed as equally essential to a project's purposes. Without a blending among key individuals of their own and project intentions, communicative, cooperative and coordinative inter-relationships will, at best, be difficult.
9. Related is the matter of commitment. It is dependent, in part, on the above-noted "fusion" or blending of key project participants' goals and objectives, and also is dependent, in part, on the ability of institutions, organizations and/or communities that they represent to also blend their missions and goals in a meaningful way. A strong sense of collegial commitment to a common service mission will thus be enhanced.
10. Conclusions regarding collaboration and commitment to a common service mission do not imply, however, that individuals at various project levels need to be "clones" of each other. Conversely, it is important that there be a complementary diversity of individual competencies and experiences. To effectively deal with individual differences, key participants need to be flexible, willing to dialogue and to appropriately debate those differences as relate to their project roles, such that a consensus regarding a shared vision about project operations and intended outcomes can be achieved.
11. Complex community development projects, especially those involving more than one state-level institution or agency, must be characterized by flexibility in light of differing organizational missions and programs. Personnel at the top policy-making levels and, especially, central project staff, must be prepared to negotiate institutional differences through direct interactive processes. Only then can the necessary mutual support be achieved.
12. The above-noted observations involving the "fusion" of goals and objectives, collegial commitment, and individual and institutional diversity with flexibility all suggest a project leadership style that emphasizes communication exchanges and cooperation in the development of both organizational structure and operational guidelines through a process of negotiation.
13. The dynamics of a complex project, especially one that is inter- institutional in nature, will be largely negated by a highly structured, centrally directive, "top-down" administrative leadership style. In such a "forced" environment, the dynamics of negotiation by dialogue and communicative exchange can hardly flourish.
14. Any project that is dedicated to enhancing community development needs to establish a "functional philosophy" that defines that which characterizes "the community" that the project intends to assist developmentally. Without such a

basic understanding by key project personnel, it will be difficult to know what is inclusive of or within the scope of the project's intended target "community". Likewise, it is equally important to be able to identify what is "exclusive" or not within the intended scope of the project so that misunderstandings in expectations of participants at whatever levels of operations can be more readily avoided.

Final Thoughts

In conclusion, the evaluation team believes the CRRP did most of what it was intended to do well, especially considering that it pursued a very challenging agenda following a complicated set of working relationships. It also achieved a number of accomplishments that were not on the original agenda. Not surprisingly, the project faltered at points, and learned much from these challenges, as it had from work that had gone basically as planned.

The agenda was to demonstrate and learn more about processes for effective institutional service in support of local development, and to pioneer new inter- institutional relations in support of future development in rural Colorado. The committed participants in the three-year experimental process--local citizens to top administrators of state agencies and universities -- have reason to be very pleased with their achievements and learning experiences.

Preliminary evidences indicate these experiences will be on-going. We hope this is the case, and have noted some lessons learned and confirmed that should provide guidance on these and other future journeys toward more hopeful conditions for the many citizens of smaller communities in Colorado and elsewhere.

Appendix A: CRRP Inquiry Matrix

	Inter\Intra - Institution	Community	Individual\Groups
Process	How was setting of hierarchy of relationship established How was negotiation of roles accomplished How were program goals determined How were political agendas presented How were organization conflicts resolved ••• philosophy procedures authority management	What was the community based internal awareness and consensus building process How did community develop project infra-structure How did community facilitate internal goal development What is the perception of the community toward the efficiency of the program's processes What viable communication, planning, and/or coordination infra structure and systems remain in the community	How did institutions and community help to internalize opportunities What critical events helped to establish values re: merit & worth of project Did individuals/groups posses realistic awareness and feel they had ability to access program process
Objectives & Outcomes	Do outcomes match program objectives established by the institutions What long term capacity for continued interaction and service/support provision was established during attainment of objectives What level of continued willingness to commit resources and expertise, and undergo continued organizational structural change to supported continued local develop exists within the serving institutions	Do outcomes match program objectives established by the communities Did attainment of institution objectives provide capacity for long term continued community effort Do communities have a sense of control of their economic, political, and social future	Do outcomes meet expectations of individuals and/or groups in support or opposition to program Did the project contribute to better group and/or individual interactive, understanding, communication processes Do individuals/groups have increased in optimism regarding their communities future
New Knowledge	What has the state, and its directing organizations learned about the systemic processes and approaches, and practical problems of local development What has the state, and its directing organizations learned about the intervention process necessary to support local development	What have community leaders and directing organizations learned about the processes, approaches and practical problems of local development What perceptions and values do community leaders and directing organizations place upon the state's and its institutions' ability to provide resources, systemic, and expertise support to local development	What have individuals/groups learned about the processes, approaches, and practical problems of local development

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Appendix B:

W. K. KELLOGG FOUNDATION
Program of Evaluation

INTRODUCTION

The Kellogg Foundation's commitment to ensuring that its resources are spent wisely, is one of many powerful and fundamental characteristics of this Foundation's rich culture and guiding principles. The ways in which the Foundation enhances its evaluation activities must be consistent with and supportive of these fundamentals. Among the characteristics we regard as the most important in shaping the Foundation's approach to evaluation are these:

> The goal of the Foundation is to improve the well being of people. Evaluation furthers this goal by providing systematic information that strengthens projects during their life cycle, and, whenever possible, outcomes data to assess the extent of change that has occurred.
>
> The Foundation supports multi-disciplinary approaches to attack problems. Evaluation methods must include a range of procedures and techniques as needed to address the important questions of the project.
>
> The Foundation is problem oriented and allows for flexibility within projects. Evaluation approaches must incorporate a variety of methods and avoid being rigid and prescriptive. Often, evaluation plans will take an emergent approach, adapting and adjusting to the needs of an evolving project.
>
> The Foundation assists grass-roots organizations. It must be prepared to assist less experienced organizations in learning how to do and use evaluation. Foundation staff should seek to leave an organization stronger in its ability to use evaluation when support ends.
>
> The Foundation believes in empowering people. Evaluation should be concerned not only with specific project outcomes, but also with the skills, knowledge, and perspectives acquired by individuals which can continue to serve them long after project support concludes.

What is Evaluation and Why do it?

Evaluation means many things. The expertise and perspectives about evaluation that individuals bring to the field are as diverse as engineering and philosophy, social science and cost-benefit analysis. Methodologies of evaluation vary from pre-post comparisons with experimental controls, to naturalistic ways of discovery. Evaluation does not necessarily imply the use of approaches that are quantitative

more than qualitative, scientific over expressionistic, rigid over responsive. Methods vary with needs and many incorporate more than one approach. Knowing when to use what is as critical as having a basic grasp of the alternatives.

The gathering of evaluation data may occur for multiple purposes: to improve a project, for monitoring or accountability that the project is doing what it said it would do, and/or to enlighten sponsors or stakeholders about the lessons learned through the venture, so as to strengthen projects and to inform planning and policymaking.

EVALUATION AT WKKF

A review of the history of evaluation at the Kellogg Foundation reveals a recurrent, if not always explicit theme -- a certain skepticism about evaluation. That skepticism appears to be founded in legitimate concerns that evaluation, improperly conceived and conducted, may inhibit the Foundation's strong intentions to be responsive, and supportive of risk taking. The skepticism may also be related to a concern that elaborate evaluations sometimes become ends in themselves and cost too much.

Today this healthy skepticism coexists with an understanding of the considerable benefits of evaluation. The Foundation increasingly has acknowledged the complexity of the problems that society faces and, therefore, recognizes that its initiatives should reflect this if they are to have an important impact. The renewed attention to evaluation by the Foundation is, at lease in part, a statement that evaluation need not interfere with doing important things and that it should inform those who maintain an interest in the program area.

Purposes for Evaluation

In the context of the overall goals of a program area or initiative the purposes of evaluation are to:

1. enhance the likelihood of individual project success;

2. assess the effectiveness of individual or groups of projects (clusters and strategies);

3. assist in determining whether a programming focus is having the desired effects; and

4. assess the extent to which Foundation staff activities (e.g., networking conferences, project leadership development, evaluation assistance, grant development processes, etc.) contribute to project and program success.

Evaluation also plays a role in examining what is being or has been accomplished in a given theme or strategy across program fields such as leadership, or community-based programming, for example.

Evaluation of programming strategies helps the Foundation to learn as we go, building on successes, becoming wiser from mistakes.

THE FOUNDATION'S FRAMEWORK FOR EVALUATION

A framework has been developed to assist in designing and implementing evaluation activities of the Foundation. That framework has three dimensions: levels of evaluation, foci within levels, and origins of questions guiding evaluation.

Levels of Evaluation

Foundation evaluation should be undertaken at three levels. They are:

1. individual projects;

2. clusters of projects with either similar target populations or similar strategies; and

3. Foundation programming and Board policymaking.

Project-level evaluation is the responsibility of individual projects; cluster evaluation is directed by the Foundation.

Foci of Evaluation Within Levels

The focus of evaluation at each level should include consideration of the following areas:

Context - the characteristics of the settings and the external and internal conditions that make every project unique, including the needs of targeted individuals. Emphasizing the context of a project and the commonalities and differences within groups of projects helps to underscore the Foundation's responsiveness to its grantees. Context data can reveal how certain settings contribute to or impede project success.

Implementation - the activities undertaken to achieve certain outcomes. These evaluation activities enhance the likelihood of success and provide indications of what happened and why, i.e. lessons learned.

Outcomes - assessment of expected and unexpected changes. Special attention should be placed on ascertaining what the impact of projects has been. Drawing together Context with Implementation

and Outcomes information will help both the Foundation and grantees to better understand what happened and why because of the interactive nature of these areas of concern.

Important Questions

The Foundation's approach to grantmaking combines planned strategies with responsiveness. For example, the goal in health programming emphasizes community-based, problem-focused health services. The program staff proactively encourages projects which include coalitions of organizations and suggests ways grantees may increase the likelihood their projects will succeed. At the same time, no two projects will be entirely the same because communities have differing needs, capacities, and aspirations.

Important to this planned yet responsive stance is the approach taken to defining the important questions for evaluating a project or a cluster of projects. It follows that evaluation questions will derive from two sources: the projects(s) and the Foundation.

In many respects determining the questions central to a project, a group of projects, or to an overall Foundation program goal is the most challenging and difficult part of evaluation. What aspects of the many factors that might be considered in the Context of the project have greatest bearing on what may be learned about project success? What Implementation activities are most critical to monitor? What are the most highly "valued" Outcomes of a project, cluster, or goal?

As potential projects are considered for funding or as clusters of projects are considered for a cluster evaluation, they are asked to develop the questions most important to them to answer about their Implementation strategies, Context, and intended Outcomes.

The Foundation also develops a list of important questions, about what it hopes to learn about an individual project or about a cluster of projects that can help to answer overarching questions about the successes of, and lessons learned in a given program goal area.

CLUSTER EVALUATION/NETWORKING CONFERENCES

In spite of variability in projects, it is possible and desirable to evaluate clusters of projects. The design and implementation of comprehensive evaluations of groups of programs with a common population, purpose, and/or strategy is an important part of the Foundation's long-term approach to using evaluation to strengthen programming and Board policymaking. Cluster evaluations give special attention to the outcomes achieved by the group of projects and to explaining what worked and why, taking into account the differing contexts.

In some instances, evidence of change — either over time for the same group or in relation to a group not influenced by our project — can be attributed to the program intervention. And, with such variation in settings, the generalizability of findings from a cluster evaluation to future program initiatives is greater than from one project in one context.

Collaboration for Evaluation

Perhaps even more important than methodology to gaining useful data from an evaluation of a cluster of projects is the nature of the working relationship between and among central key players in the evaluation triad — the Foundation, the projects, and the external cluster evaluator. For this relationship, the Foundation's key work is collaboration. The emphasis is on tapping one another's expertise while being candid about questions or misgivings such that the resulting relationship of Foundation and/or external evaluator to project is neither paternalistic nor judgmental. Collaboration is vital if a cluster evaluation is to be successful, particularly as WKKF funds greater numbers of non-traditional grantees, jeopardizing the open exchange of information about project strengths and weaknesses, lessons learned, and guidance needed.

With this in mind, we have developed the strategy of bringing our grantees together in the early stages of their funding to join with staff in helping both to shape cluster evaluations and to strengthen individual project evaluations and management. We use the general term "networking conference" for this activity.

The objectives for such conferences have generally been to establish communication links among projects and with the Foundation, aid projects in thinking about their strategies in relationship to other projects, collaboratively identify the important questions for evaluation, and, clarify responsibilities for data gathering and reporting.

A cluster evaluation includes four primary purposes: They are to:

1. describe and assess the character of cluster group (either the unifying strategy or target population;

2. describe the projects' outcomes in terms of impact;

3. investigate the effects of different contextual characteristics and constraints and different implementation strategies on project outcomes; and

4. provide formative information for project and program improvement and summative information for assessing outcomes and recommending policy.

Networking conferences and their resulting cluster evaluations are rich sources of material for Reports to the Board of Trustees, policymaking, and dissemination. Networking conferences can be used to tap the real-world, hands-on experience base of project staff to learn about issues to which the Foundation might shift attention or modify direction in programming. What emerges from these exchanges is very beneficial to grantees and to the Foundation for building a collaborative spirit, focusing on issues, building bridges between and among projects, and contributing to the important goal of improving the lives of people.

FORMAT FOR EVALUATION CONTENT OF GRANTEE'S PROPOSAL

1. Purpose for the evaluation

2. Audience(s) for the evaluation

3. Important questions to be addressed, categorized by:
    a. context questions
    b. implementation questions
    c. outcomes questions

    These questions should be consistent with the plan for the project and the objectives for the evaluation.

4. Methods that will be used to address each important question

5. Person(s) responsible for evaluation tasks

6. Evaluation reporting plan

7. Budget for the evaluation

01/10/91

Reserved for Your Comments

140 Aylesworth NW
Colorado State University
Fort Collins, Colorado 80523

RURAL REVITALIZATION PROJECT

Project Office (303) 491-5579
FAX (303) 491-5160

September 1991

Fellow Coloradan;

Your community has been a participant in the Colorado Rural Revitalization Project (the "CRRP-Kellogg" Project). As part of an independent evaluation of the Project, a few citizens are being asked to offer their personal impressions about local revitalization activities and accomplishments.

You have been chosen as one of a small number of local citizens who are being asked to complete this questionnaire. Some citizens who worked closely with the Project, and some who did not, are being asked to respond. Your responses are very important to the study, and will only be seen by the Independent Evaluation Team.

Won't you take a few minutes to complete the questionnaire and return it by October 1st? Please seal your completed questionnaire in the attached envelope. The local person who gave it to you will pick it up and mail it to us free of charge. (Or, if you prefer, you may add your own postage and mail it to us directly.)

You can read more about the Project and the evaluation study on the inside cover of this questionnaire. We look forward to hearing from you, and sincerely thank you for your assistance.

James H. Kincaid, Jr., for

The CRRP-Kellogg Evaluation Team
James H. Kincaid, Jr. (Chair)
Ed Knop
Gary Geroy

About the Colorado Rural Revitalization Project

The Colorado Rural Revitalization Project is a community and leadership development partnership supported by Colorado State University, the University of Colorado, the Colorado Department of Local Affairs and the W.K. Kellogg Foundation. Sometimes called the "CRRP-Kellogg" Project, the Project began in 1988.

In each of the past three years, communities under 5000 population applied to join in a year-long partnership with the three Colorado institutions. Citizen-volunteers from these communities work at local leadership team-building, engage the community in self-study, help identify community improvement goals, form action plans, and implement and evaluate at least one local project. Project staff have provided support through community consultations, special workshops and targeted technical assistance. The Project has served 47 rural Colorado communities over the past three years.

About the Independent Evaluation Study

The three Colorado institutions and the W.K. Kellogg Foundation want to assess the Project so that their future activities can be informed by lessons that have been learned and so communities in Colorado and elsewhere can benefit from that knowledge. An independent evaluation team is reviewing the CRRP-Kellogg Project experience. The team is documenting community and institutional rural development processes and accomplishments and important insights gained during the Project.

As a part of the study, some citizens who worked closely with the Project, and some who did not, are being asked to complete this questionnaire. These varying degrees of familiarity with the Project will be taken into account as responses are analyzed.

Your responses to the questionnaire will be seen only by the Independent Evaluation Team and treated with strict confidence. Your answers will be pooled with those of other citizens from Project communities, and then summarized.

If you would like a copy of the evaluation report, please attach a note to your completed questionnaire, being sure to include your mailing address. Thank you!

I. Your Thoughts About Local Revitalization Results

	Not At All		Some-What		A Great Deal		Don't Know
1. To what extent have local CRRP-Kellogg revitalization activities already resulted in practical benefits for your community? (please mark a number)	1	2	3	4	5	6	7	(DK)

Please list the most important local benefits or accomplishments, with "a" being most important:

a. _____

b. _____

c. _____

d. _____

Instructions

The questionnaire is designed for you to respond easily. On the next page is a listing of some possible general results of your community's revitalization effort. For each item, please mark the number that describes your judgment about the extent to which the result has been achieved in your community. Questions about how the Project worked in your community, and how you were involved, follow the "results" items. If you have time, we welcome comments and examples that help explain your ratings. →

Appendix C, Cont'd.

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1. Your Thoughts About Local Revitalization Results (continued)

2. To what extent have local CRRP-Kellogg revitalization activities . . .	Not At All			Some-What			A Great Deal	Don't Know
a) . . increased local discussion about your community's present and future?	1	2	3	4	5	6	7	(DK)
b) . . resulted in better local understanding of community challenges and opportunities?	1	2	3	4	5	6	7	(DK)
c) . . helped build local agreement on community goals and ways to achieve them?	1	2	3	4	5	6	7	(DK)
d) . . increased local coordination/collaboration on civic projects?	1	2	3	4	5	6	7	(DK)
e) . . increased citizens' participation in local decision-making?	1	2	3	4	5	6	7	(DK)
f) . . added new people to the local leadership pool?	1	2	3	4	5	6	7	(DK)
g) . . strengthened leadership potentials of traditionally-active local leaders?	1	2	3	4	5	6	7	(DK)
h) . . resulted in an increased "sense of community" among local people?	1	2	3	4	5	6	7	(DK)

Reserved for Your Comments

As you complete the ratings on the following pages, feel free to write comments here, on the blank sheet at the end of the questionnaire or right next to the rating scale. If your comments are specific to an item on another page, please record the item number/letter along with your comment.

II. Your Impressions of How the Project Worked

1. Please tell why you think your community became involved in the CRRP-Kellogg Project:

2. To what extent was there local knowledge/agreement about your community's joining the Project? (mark one category)
   ___ none ___ some ___ a great deal

   a) If effort was made to gain agreement, how was this done? Please list the ways . . .

   b) Did a lack of agreement affect local revitalization efforts?
   ___ no ___ somewhat ___ a great deal

3. To your knowledge, how well did your local revitalization committee work together? (mark one number)

Not Well						Extremely Well	Don't Know
1	2	3	4	5	6	7	(DK)

   a) Is the committee still functioning?
   ___ no ___ sort of ___ yes, very active ___ not sure

   b) If the committee has disbanded, why did it do so?

   c) If the committee is still functioning. . .

   . . are original committee members still active?
   ___ most aren't ___ a few are ___ most are

   . . have new people been added to the committee?
   ___ no ___ a few are new ___ many are new

   . . some people have probably left the committee. What do you suspect are some of the reasons why they left?

II. Your Impressions of How the Project Worked (continued)

4. How receptive are/were local committee members to the ideas of other citizens?

Not At All						Extremely Receptive	Don't Know
1	2	3	4	5	6	7	(DK)

5. How were decisions made about local goals and the particular revitalization activities or projects your community pursued? (please mark all that apply)

   ___ committee discussion
   ___ public meetings
   ___ household surveys
   ___ other: (please specify)_____

6. How appropriate and realistic were your community's revitalization goals?

Not At All						Very Appropriate	Don't Know
1	2	3	4	5	6	7	(DK)

   Comments:

7. How appropriate were the approaches used to achieve revitalization goals (i.e., the local projects, activities)?

Not At All						Very Appropriate	Don't Know
1	2	3	4	5	6	7	(DK)

   Comments:

8. To what extent have revitalization efforts provided a foundation that should benefit your community in the future?

Not At All			Some-what		A Great Deal		Don't Know
1	2	3	4	5	6	7	(DK)

   What future benefits do you anticipate?

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II. Your Impressions of How the Project Worked (continued)

9. Please tell how useful the following CRRP-Kellogg Project support and services from state-level institutions were in your community:

	Not Useful					Extremely Useful		Don't Know
a) . . help in forming a local leadership team . .	1	2	3	4	5	6	7	(DK)
b) . . community/leadership development workshops . .	1	2	3	4	5	6	7	(DK)
c) . . facilitation during local meetings	1	2	3	4	5	6	7	(DK)
d) . . discretionary budget for local committee, and technical assistance fund	1	2	3	4	5	6	7	(DK)
e) . . technical assistance consultants	1	2	3	4	5	6	7	(DK)
f) . . Project publicity about our local area . . .	1	2	3	4	5	6	7	(DK)
g) . . personal contact with people from universities and state agencies	1	2	3	4	5	6	7	(DK)

10. To your knowledge. . .	Not Well					Extremely Well		Don't Know
a) . . how well did the Project's "site manager" work with your community?	1	2	3	4	5	6	7	(DK)
b) . . how well have the 3 Colorado institutions worked together in the CRRP-Kellogg Project? . .	1	2	3	4	5	6	7	(DK)
c) . . how well were your community's efforts supported by Project staff and institutions (i.e., Colorado State Univ., Univ. of Colorado, CO Dept. of Local Affairs)?	1	2	3	4	5	6	7	(DK)

Any Comments on items 10a., 10b., 10c.?

11. To what extent have revitalization efforts reached their full potential in your community?

Not At All						Extremely Well	Don't Know
1	2	3	4	5	6	7	(DK)

a) If there were shortcomings, what were some of the main ones?

b) If the CRRP-Kellogg Project could be repeated in your community, what changes would you advise to improve it?

III. Some Information About You

1. To what extent were you directly involved in local project decision-making and tasks? (Please mark one item in each column)

(a) Your Involvement In Local Project Decision-Making	(b) Your Involvement In Local Project Tasks, Activities
___ not directly involved	___ not directly involved
___ somewhat involved	___ somewhat involved
___ highly involved	___ highly involved

c) To the extent you were involved with the local project, why did you join in?

d) To the extent you were involved, what have been the positive and negative aspects of the experience?

2. To what extent have local CRRP-Kellogg revitalization activities . . .	Not At All		Some-what		A Great Deal		Don't Know
a) . . strengthened your personal leadership abilities?	1	2	3	4	5	6	7 (DK)
b) . . increased your involvement in civic affairs?	1	2	3	4	5	6	7 (DK)
c) . . increased your understanding of local volunteerism and citizen initiative and how these can be most effective? . .	1	2	3	4	5	6	7 (DK)
d) . . increased your personal optimism about your community's future?	1	2	3	4	5	6	7 (DK)

III. Some Information About You (continued)

3. Your residence history (please mark one category, below):

___ I have lived in this community all my life.
___ I moved here as a child, and have lived here since.
___ I moved here as an adult, and have lived here since.
___ I lived here earlier, moved away, and then moved back.

4. How many years have you lived in this community? ____ # of yrs.

5. Overall, how satisfied are you with life in your community? (check one)

___ very satisfied ___ rather dissatisfied
___ rather satisfied ___ very dissatisfied

6. Your age: ___ 15-24 ___ 25-34 ___ 35-44 ___ 45-54 ___ 65+

7. Your sex: ___ female ___ male

8. How many local volunteer groups are you associated with? (include revitalization and other civic groups, church, school and professional organizations): ____ # of groups

a) On average, how many hours of your time do you volunteer to these groups each month, combined? ____ hrs./month

b) On average, how many hours do you volunteer for local revitalization activities? ____ hrs./month

Please Note:

We would like to follow-up with a telephone call to a few of the citizens who have completed this questionnaire. If you are willing to talk about the Project in your community, please indicate so here. Of course, your name will be kept in confidence.

Your Name: _____

Telephone Number(s): (___)_____

Best Time/Days to Reach You _____

If you have any additional comments to add, please write them on the back page.

THANK YOU!

Appendix C, Cont'd.

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Reserved for Your Comments

140 Aylesworth NW
Colorado State University
Fort Collins, Colorado 80523

RURAL REVITALIZATION PROJECT

Project Office (303) 491-5570
FAX (303) 491-5100

September 1991

Dear Site Manager;

The _____ community has been a participant in the Colorado Rural Revitalization Project (the "CRRP-Kellogg" Project). As part of an independent evaluation of the Project, you and several people from the community are being asked to offer personal impressions about local revitalization activities and accomplishments and services provided by the Project.

Won't you please take a few minutes to complete this questionnaire and return it in the attached envelope by October 10th? Please complete the questionnaire from your perspective as the community's CRRP Site Manager. (The term "your community" is used in a number of questions. Please respond to the items with reference to the community named above.)

This is an opportunity to express your professional opinion. Your responses are very important to the study, and will be treated with strict confidence. We will pool your responses with those of other CRRP Site Managers, and report them in summary-fashion.

We look forward to receiving your questionnaire, and greatly appreciate your assistance.

Sincerely,

James M. Kincaid Jr, for

The CRRP-Kellogg Evaluation Team
James M. Kincaid, Jr. (Chair)
Ed Knop
Gary Geroy

I. Your Views On Project Aims

1. Some possible Colorado Rural Revitalization Project (CRRP) aims are listed below, along with a rating scale showing the range of emphasis each aim might receive. In the columns to the right of each aim, please write the rating letter that best describes your personal view of:

   — How much emphasis the aim ACTUALLY DID receive in CRRP *
   and,
   — How much emphasis the aim IDEALLY SHOULD have received *

Scale: The aim did / should have received. . .

	The Most Emphasis	Considerable Emphasis	Some Emphasis	Little Emphasis	No Emphasis
Write:	A	B	C	D	E

Possible Aims: PROMOTING IMPROVED/BROADENED LOCAL . . .	Emphasis GIVEN by CRRP	Emphasis SHOULD Have Been
. . citizen participation in community affairs	____	____
. . economic/employment conditions	____	____
. . leadership abilities and initiative	____	____
. . understanding of community challenges & opportunities	____	____
. . access to outside resources, technical assistance	____	____
. . sense of "community spirit," optimism and pride	____	____
. . services (education, health, recreation, etc.)	____	____
. . planning for future community conditions	____	____
. . community appearance and image	____	____
. . agreement, cooperation & coordination among citizens	____	____
. . other, specify: _____	____	____
. . other, specify: _____	____	____

*NOTE: If you think Project aims or your views on ideal aims changed during the CRRP, then answer in terms of what the case was midway in your Project participation. Please describe any changes on the top of the next page.

I. Your Views On Project Aims (continued)

2. Please comment on any ways your views on aims changed during the period of your participation with the CRRP:

   a. I think CRRP aims changed in these ways

   b. My personal views on ideal aims changed in these ways:

II. Your Thoughts About Local Revitalization Results

1. To what extent have local CRRP-Kellogg revitalization activities already resulted in practical benefits for your community? (please mark a number) . . . . . 1 2 3 4 5 6 7 (DK)

   Not At All ↓ Some-What ↓ A Great Deal ↓ Don't Know ↓

   Please list the most important local benefits/accomplishments, with "a" being most important:

   a. _____

   b. _____

   c. _____

   d. _____ →

Appendix D, Cont'd.

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II. Your Thoughts About Local Revitalization Results (continued)

2. To what extent have local CRRP-Kellogg revitalization activities . . .	Not At All			Some-what			A Great Deal	Don't Know
a) . . increased local discussion about your community's present and future?	1	2	3	4	5	6	7	(DK)
b) . . resulted in better local understanding of community challenges and opportunities?	1	2	3	4	5	6	7	(DK)
c) . . helped build local agreement on community goals and ways to achieve them?	1	2	3	4	5	6	7	(DK)
d) . . increased local coordination/collaboration on civic projects?	1	2	3	4	5	6	7	(DK)
e) . . increased citizens' participation in local decision-making?	1	2	3	4	5	6	7	(DK)
f) . . added new people to the local leadership pool?	1	2	3	4	5	6	7	(DK)
g) . . strengthened leadership potentials of traditionally-active local leaders?	1	2	3	4	5	6	7	(DK)
h) . . resulted in an increased "sense of community" among local people?	1	2	3	4	5	6	7	(DK)

Reserved for Your Comments

As you complete the ratings on the following pages, feel free to write comments here, on the blank sheet at the end of the questionnaire or right next to the rating scale. If your comments are specific to an item on another page, please record the item number/letter along with your comment.

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III. Your Impressions of How the Project Worked

1. Please tell why you think your community became involved in the CRRP-Kellogg Project:

2. To what extent was there local knowledge/agreement about your community's joining the Project? (mark one category)
___ none ___ some ___ a great deal

a) If effort was made to gain agreement, how was this done? Please list the ways . . .

b) Did a lack of agreement affect local revitalization efforts?
___ no ___ somewhat ___ a great deal

3. To your knowledge, how well did your local revitalization committee work together? (mark one number)

Not Well						Extremely Well	Don't Know
1	2	3	4	5	6	7	(DK)

a) Is the committee still functioning?
___ no ___ sort of ___ yes, very active ___ not sure

b) If the committee has disbanded, why did it do so?

c) If the committee is still functioning. . .

. . are original committee members still active?
___ most aren't ___ a few are ___ most are

. . have new people been added to the committee?
___ no ___ a few are new ___ many are new

. . some people have probably left the committee. What do you suspect are some of the reasons why they left?

III. Your Impressions of How the Project Worked (continued)

4. How receptive are/were local committee members to the ideas of other citizens?

Not At All						Extremely Receptive	Don't Know
1	2	3	4	5	6	7	(DK)

5. How were decisions made about local goals and the particular revitalization activities or projects your community pursued? (please mark all that apply)

___ committee discussion
___ public meetings
___ household surveys
___ other (please specify)_____

6. How appropriate and realistic were your community's revitalization goals?

Not At All						Very Appropriate	Don't Know
1	2	3	4	5	6	7	(DK)

Comments:

7. How appropriate were the approaches used to achieve revitalization goals (i.e., the local projects, activities)?

Not At All						Very Appropriate	Don't Know
1	2	3	4	5	6	7	(DK)

Comments:

8. To what extent have revitalization efforts provided a foundation that should benefit your community in the future?

Not At All		Some-what		A Great Deal			Don't Know
1	2	3	4	5	6	7	(DK)

What future benefits do you anticipate?

III. Your Impressions of How the Project Worked (continued)

9. From your point of view as Site Manager, please tell how useful the following CRRP services from state-level institutions were in your community:

	Not Useful						Extremely Useful	Don't Know
a) . . help in forming a local leadership team . .	1	2	3	4	5	6	7	(DK)
b) . . community/leadership development workshops . .	1	2	3	4	5	6	7	(DK)
c) . . facilitation during local meetings	1	2	3	4	5	6	7	(DK)
d) . . discretionary budget for local committee, and technical assistance fund	1	2	3	4	5	6	7	(DK)
e) . . technical assistance consultants	1	2	3	4	5	6	7	(DK)
f) . . Project publicity about the local area . . .	1	2	3	4	5	6	7	(DK)
g) . . personal contact with people from universities and state agencies	1	2	3	4	5	6	7	(DK)

Any comments on items 9a-g?

III. Your Impressions of How the Project Worked (continued)

10. From your perspective as Site Manager. . .	Not Well						Extremely Well	Don't Know
a) . . how well were your community's efforts supported by Project staff and institutions (i.e., Colorado State Univ., Univ. of Colorado, CO Dept. of Local Affairs)?	1	2	3	4	5	6	7	(DK)
b) . . how well did the 3 institutions (i.e., CSU, UC, DOLA) communicate with one another in support of the CRRP? . . .	1	2	3	4	5	6	7	(DK)
c) . . how well did the 3 institutions cooperate with one another in support of the CRRP? . .	1	2	3	4	5	6	7	(DK)
d) . . how well did the 3 institutions coordinate their activities in support of the CRRP?	1	2	3	4	5	6	7	(DK)
e) . . how well did the Project support you as Site Manager?	1	2	3	4	5	6	7	(DK)
f) . . how well did local citizens understand your role as Site Manager? . .	1	2	3	4	5	6	7	(DK)

Any comments on items 10a-f?

Appendix D, Cont'd.

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III. Your Impressions of How the Project Worked (continued)

11. To what extent have revitalization efforts reached their full potential in your community?

Not At All						Extremely Well	Don't Know
1	2	3	4	5	6	7	(DK)

a) If there were shortcomings, what were some of the main ones?

b) If the CRRP-Kellogg Project could be repeated in your community, what changes would you advise to improve it?

IV. Some Information About Your Work As Site Manager

1. Please comment on the nature/extent of your relationship with the community (e.g., in what ways did you help the local committee, how often did you interact with them, etc.):

2. Please note any especially positive or negative aspects of your CRRP Site Manager experience:

(+) (-)

3. To what extent have your CRRP Site Manager experiences . . .

	Not At All			Some-what			A Great Deal	Don't Know
a) . . increased your understanding of local volunteerism, citizen initiative, and how these can be effectively mobilized/activated? . . .	1	2	3	4	5	6	7	(DK)
b) . . strengthened your ability to assist small communities with their revitalization activities?	1	2	3	4	5	6	7	(DK)
c) . . increased your personal optimism about the future of rural Colorado communities? . .	1	2	3	4	5	6	7	(DK)

If you have any additional comments to add, please write them on the back page.

THANK YOU!

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Appendix E. Citizen Responses to Selected Questionnaire Items
(percentages calculated with and without missing data).

Table 1. Frequencies and Percents of Citizen Responses to Questionnaire Item on Extent of **Practical Benefits** As A Result of CRRP (see also text Table 1)

Ratings

ITEM	Not At All			Somewhat			A Great Deal			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			N
Practical Benefits	f	%	%	f	%	%	f	%	%	f	%	
	12	7	8.1	60	35	40.3	77	45	51.6	22	12.9	171

* Valid % based on actual number of responses to the item, i.e., total N (171) minus number of "don't knows/no responses."

Table 2A-C. Frequencies and Percents of Citizen Responses to How Useful Selected CRRP/Kellogg Support and Services Were to the Community (see also text Tables 2A-C).

Ratings

ITEM A.	Not Useful			Somewhat Useful			Extremely Useful			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			N
	f	%	%	f	%	%	f	%	%	f	%	
Local leadership team formation	8	4.6	5.0	69	40.3	44.0	80	46.8	51.0	14	8.2	171

Ratings

ITEM B.	Not Useful			Somewhat Useful			Extremely Useful			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			N
	f	%	%	f	%	%	f	%	%	f	%	
Leadership development and workshops	11	6.4	7.4	67	39.2	45.6	69	40.4	47.0	24	14.0	171

Ratings

ITEM C.	Not Useful			Somewhat Useful			Extremely Useful			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			N
	f	%	%	f	%	%	f	%	%	f	%	
Facilitation during local meetings	12	7.0	7.6	67	39.2	43.0	77	45	49.4	15	8.8	171

* Valid % based on actual number of responses to the item, i.e., total N (171) minus number of "don't knows/no responses."

Table 3A-B. Frequencies and Percents of Citizen Responses About How Decisions About Local Goals and Particular Revitalization Activities Were Reached (see also text Tables 3A-b).

Mentions of Decision-Making Methods

ITEM A.	Committee Discussion			Public Meetings			Household Surveys			Other and DK/NR		Total N
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	
Local decision making methods	147	86.0	100	102	59.6	100	75	43.9	100	1 = 24 2 = 69 3 = 96	14.0 40.4 56.1	171 171 171

Ratings

ITEM B.	Not At All			Somewhat			A Great Deal			DK/NR		N
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	
CRRP/Kellogg helped increase of local discussion regarding present and future	10	5.8	6.1	68	39.8	41.7	85	49.7	52.2	8	47	171

* Valid % based on actual number of responses to the item, i.e., total N (171) minus number of "don't knows/no responses."

Table 4A-B. Frequencies and Percents of Citizen Responses: Extent to Which CRRP/Kellogg Activities Helped Community Participants to Work Together (see also text Tables 4A-B).

Ratings

ITEM A.	Not At All			Somewhat			A Great Deal			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			N
	f	%	%	f	%	%	f	%	%	f	%	
Increased Community Coordination & Collaboration	15	8.8	9.0	85	49.7	51.2	66	38.6	39.8	5	2.9	171

Ratings

ITEM B.	Not Well			Rather Well			Extremely Well			DK/NR		Totals
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			N
	f	%	%	f	%	%	f	%	%	f	%	
Local Committee Working Relations	4.0	2.4	2.5	64	37.4	40.3	91	53.2	57.2	12	7.0	

* Valid % based on actual number of responses to the item, i.e., total N (171) minus number of "don't knows/no responses."

Table 5A-C. Frequencies and Percents Citizen Responses Pertaining to the Extent of Understanding and Agreement Regarding the Appropriateness and Realism of Community Revitalization Goals (see also text Tables 5A-C).

Ratings

ITEM A.	Not At All			Somewhat			Very Appropriate			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
Appropriateness and Realism of Goals	4	2.3	2.5	63	36.9	39.1	94	55	58.4	10	5.8	171

Ratings

ITEM B.	Not At All			Somewhat			A Great Deal			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
Better Understanding	16	9.3	9.6	89	52.1	53.6	61	35.7	36.8	5	2.9	171

Ratings

ITEM C.	Not At All			Somewhat			A Great Deal			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
Building Local Agreement	17	10	10.3	96	56.1	58.2	52	30.4	31.5	6	3.5	171

* Valid % based on actual number of responses to the item, i.e., total N (171) minus number of "don't knows/no responses."

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Table 6A-B. Frequencies and Percents of Citizen Responses to the Extent to Which CRRP/Kellogg Activities Increased Local Participation in Decision Making and an Enhanced "Sense of Community" (see also text Tables 6A-B).

Ratings

ITEM A.	Not At All			Somewhat			A Great Deal			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
Increased Participation in Local Decision Making	25	14.6	15.1	101	59.1	60.8	40	23.4	24.1	5	2.9	171

Ratings

ITEM B.	Not At All			Somewhat			A Great Deal			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
Increased "Sense of Community"	25	14.6	15.2	82	48	50	57	33.3	34.8	7	4.1	171

* Valid % based on actual number of responses to the item, i.e., total N (171) minus number of "don't knows/no responses."

Table 7A-B. Frequencies and Percents of Citizen Responses Regarding the Site Manager Liaison Role in Linking Sponsoring Institutions with Local Communities (see also text Tables 7A-B).

Ratings

ITEM A.	Not Useful			Somewhat Useful			Extremely Useful			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
Usefulness of the Personal Contact	11	6.4	7.3	50	29.3	33.1	90	52.6	59.6	20	11.7	171

Ratings

ITEM B.	Rather Well			Somewhat Well			Extremely Well			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
How Well Site Manager Worked With Community	12	7.0	8.3	37	21.7	25.5	96	56.1	66.2	26	15.2	171

* Valid % based on actual number of responses to the item, i.e., total N (171) minus number of "don't knows/no responses."

Table 8A-B. Frequencies and Percents of Citizen Responses Regarding Usefulness of Technical Assistance Consultants and How Well the Communities' Efforts Were Supported by CRRP/Kellogg Staff and Institutions (see also text Table 8A-B).

Ratings

ITEM A.	Not Useful			Somewhat Useful			Extremely Useful			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
Usefulness of Technical Assistance Consultants	8	4.7	5.3	57	33.3	38	85	49.7	56.7	21	12.3	171

Ratings

ITEM B.	Not Well			Somewhat Well			Extremely Well			DK/NR		Total
	Resps.		Valid %*	Resps.		Valid %*	Resps.		Valid %*			
	f	%	%	f	%	%	f	%	%	f	%	N
Overall CRRP Support	10	5.9	6.9	45	26.3	30.8	91	53.2	62.3	25	14.6	171

* Valid % based on actual number of responses to the item, i.e., total N (171) minus number of "don't knows/no responses."